

**Report  
of  
CABE Sub-Committee  
on Assessment  
&  
Implementation of CCE  
& No Detention Provision  
(Under the RTE ACT 2009)**

**REPORT  
OF  
CENTRAL ADVISORY BOARD OF EDUCATION  
SUB-COMMITTEE  
FOR ASSESSMENT AND IMPLEMENTATION OF  
CONTINUOUS AND COMPREHENSIVE EVALUATION (CCE)  
IN THE CONTEXT OF THE NO DETENTION PROVISION IN  
THE RIGHT OF CHILDREN TO FREE AND COMPULSORY  
EDUCATION ACT, 2009**

**SUBMITTED BY**



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**EDUCATION MINISTER, GOVERNMENT OF HARYANA**

**AND**

**CHAIRPERSON OF CABE SUB-COMMITTEE**

## Acknowledgment

I am grateful to the CABE, particularly to the Chairman, Hon'ble Minister for Human Resource Development, Government of India, for giving me this responsibility to chair the Sub-Committee of the CABE on the important issue of "Implementation of CCE in the context of the No detention provision" of the landmark legislation of our times- The Right of Children to Free and Compulsory Education Act, 2009.

This report is the outcome of a series of discussions within the Sub-Committee, which was further firmed up by field interactions with multiple stakeholders, scanning of media reports and serious research in the area.

The Sub-Committee had made efforts to reach out to parents, educationists, teachers' unions and other stakeholders to elicit their opinion in this regard. In response, many letters and feedbacks were received from various state functionaries, organizations/individuals. View of the stakeholders were circulated amongst the members of the Committee, incorporated in the questionnaire drafted by the Committee and referred to the Departments of School Education/Elementary Education in States and Union Territories to seek their written replies.

I extend sincere thanks to all such state functionaries, organizations and individuals for their responses which have been valuable and contributed a great deal in drafting of this report.

The Sub-Committee interacted with parents, teachers, unions and school management committees in various parts of the country. I acknowledge the efforts of the Education Departments of various states in organizing meetings with parents and other stakeholders in schools during the field visits of the Sub-Committee.

I express my gratitude towards all other members of the committee who participated in deliberations, namely Shri Prashant Kumar Sahi, Minister of Human Resource Development, Government of Bihar; Sh Brijmohan Agarwal,

Minister for School Education, Chhattisgarh; Dr. Himanta Biswa Sarma, Education Minister, Government of Assam; Prof. Nargis Panchapakesan, (Retd.) , Delhi University; Prof. Kiran Devendra, ( Retd.), Former Head, Department of Elementary Education, National Council of Educational Research and Training (NCERT) New Delhi; Directors, SCERT, Uttar Pradesh and Andhra Pradesh, for their inputs, suggestions and guidance.

I am also grateful to Dr M. Ariz Ahammad, Director, MHRD and Member Secretary of this Committee and Ms Vrinda Sarup. Additional Secretary, MHRD for facilitating the deliberations of the Committee. I also acknowledge support provided by Ms. Surina Rajan, Additional Chief Secretary to Government of Haryana, in facilitating researches and references for drafting the report. The efforts of support staff attached with members of the Sub-Committee are also highly appreciated.

With deep sorrow, I pay my special tribute to Dr. Vinod Raina, Educationist and esteemed member of the sub-committee, on his sudden demise. He was a great visionary and the rights of children were very close to his heart. It is an irreparable loss to the world of education.

I take great pleasure in submitting the report to the CAFE and dedicating it to the future of India- the children of today and tomorrow for their better and bright future. I hope the recommendations are utilized for making changes in relevant provisions as required, so that the goal of quality universal elementary education becomes a reality for each child in the country.

**GEETA BHUKKAL**  
**Education Minister, Govt. of Haryana**  
**and**  
**Chairperson,**  
**CAFE Sub-Committee**

## **List of Abbreviations**

<b>ASER</b>	Annual Status of Education Report
<b>BAC</b>	Block Academic Coordinator( Madhya Pradesh )
<b>B.Ed.</b>	Bachelor of Education
<b>BEO</b>	Block Education Officer
<b>BGVS</b>	Bharat Gyan Vigyan Samiti
<b>BRC</b>	Block Resource Centre
<b>CABE</b>	Central Advisory Board of Education
<b>CAC</b>	Cluster Academic Coordinator( Madhya Pradesh )
<b>CBSE</b>	Central Board of Secondary Education
<b>CCE</b>	Continuous and Comprehensive Evaluation
<b>CWSN</b>	Children With Special Needs
<b>CRC</b>	Cluster Resource Centre
<b>DEE</b>	Directorate of Elementary Education
<b>D.Ed.</b>	Diploma in Education
<b>D.Ele. Ed</b>	Diploma in Elementary Education
<b>DEO</b>	District Education Officer
<b>DIET</b>	District Institute of Education and Training
<b>DISE</b>	District Information System for Education
<b>DPE</b>	Directorate of Primary Education
<b>DPO</b>	District Programme Office
<b>GER</b>	Gross Enrolment Ratio
<b>GOs</b>	Government Orders
<b>GOI</b>	Government of India
<b>IASE</b>	Institute of Advanced Studies in Education
<b>ICT</b>	Information and Communications Technology
<b>IGNOU</b>	Indira Gandhi National Open University
<b>IRT</b>	Item Response Theory
<b>LLOs</b>	Learning Level Outcomes
<b>LWE</b>	Left Wing Extremism
<b>MHRD</b>	Ministry of Human Resource Development

<b>NAS</b>	National Achievement Survey
<b>NCERT</b>	National Council of Educational Research and Training
<b>NCF</b>	National Curriculum Framework
<b>NCFTE</b>	National Curriculum Framework for Teacher Education
<b>NCR</b>	National Capital Region
<b>NCTE</b>	National Council for Teacher Education
<b>NGO</b>	Non - Governmental Organization
<b>NPE</b>	National Policy on Education
<b>PISA</b>	Programme for International Student Assessment
<b>POA</b>	Programme Of Action
<b>PROBE</b>	Public Report on Basic Education
<b>PS</b>	Primary School
<b>PTA</b>	Parents Teacher Association
<b>PTR</b>	Pupil Teacher Ratio
<b>REPA</b>	Right to education Protection Authority
<b>RTE</b>	Right to Education Act
<b>SAC</b>	State Advisory Council
<b>SCERT</b>	State Council of Educational Research and Training
<b>SIERT</b>	State Institute of Educational Research and Training
<b>SIE</b>	State Institute of Education
<b>SLAS</b>	State Learning Achievement Survey
<b>SMC</b>	School Management Committee
<b>SPD</b>	State Project Director
<b>SSA</b>	Sarva Shiksha Abhiyan
<b>TET</b>	Teacher Eligibility Test
<b>TLM</b>	Teaching Learning Material
<b>UEE</b>	Universalisation of Elementary Education
<b>UNESCO</b>	United Nations Educational Scientific and Cultural Organization
<b>UPS</b>	Upper Primary School

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## CABE Sub -Committee Report

This report represents the perspective of the Central Advisory Board of Education (CABE) Sub-committee for Assessment and Implementation of Continuous and Comprehensive Evaluation (CCE), in the context of the No-Detention provision of the Right of Children to Free and Compulsory Education Act (RTE), 2009 and recommendations which arise from the same.

The perspectives of the CABE Sub-Committee have been informed by the following:

- a. Consultations with multiple stakeholders, keeping the child's needs and parental aspirations as the primary concerns.
  - b. Extensive discussions among members of the CABE Sub-Committee, and with public representatives, teachers' unions and school administrators.
  - c. Field visits to schools and communities in multiple states across the country, including interactions with multiple stakeholders such as children, parents, school teachers, school management committees, academicians and state government officials.
  - d. Unbiased scanning of research reports related to No Detention and the impact of high-stakes assessment on teacher accountability and student achievement.
  - e. Survey analyses provided by Ministry of Human Resource Development.
  - f. Media reports capturing discussions which took place in state legislative assemblies and the general public sentiments.
1. The CABE Sub-Committee's recommendations have been formulated through a 3-step process:
    1. Understanding the rationale behind the provisions and key trends, including the current quality of education in government schools as reflected in available reports.

2. Analyzing root-causes of these observed trends, including emerging insights on the on-ground impact of/ and readiness for implementation of RTE provisions of CCE and No detention till date.
3. Formulating recommendations of the CABE Sub-Committee based on steps 1 and 2.

**2.1: Key trends** related to the quality of education in Government schools in India:

**2.1.a. Declining LLOs:** For the last 3-4 years, learning levels have been declining in government schools as per the only available national level survey reports i.e. as per ASER reports (Exhibit A) which may have methodological issues but the trends reflected with consistent methodology are clear and obvious.

**2.1.b. Migration towards private schools:** even though overall enrolment is rising across schools in India, the enrolment is shifting from government schools to private schools, even in rural areas (Exhibit B).

**2.2: Root Causes** - An analysis of these trends reveals the following as the root-causes of these declining learning levels, many of which appear to have been aggravated by the commonly misunderstood interpretation of the "No Detention" policy:

**2.2.a. Lack of assessments:** While the "No *detention*" clause is trying to achieve laudable objectives (e.g. retaining every child in the school system and giving her/ him full opportunity to complete school education, inclusiveness and minimizing the dropout rates, making learning joyful and removing the fear of failure etc), it is often misinterpreted in schools as "No *assessments*" or "No *relevance of assessment*".

As every child has to get promoted to the next class or grade, irrespective of the outcome of assessment, even if assessment is carried out, it has no significance in the eyes of child, teacher and parents. It is critical to measure learning outcomes to improve the quality of education – "You can't improve what you don't measure". If outputs of a system are not measured and not publicly known, there is no clear indicator of performance, thus reducing accountability and rendering it difficult to set goals in terms of change in outputs or to track such changes. It is generally observed that positive change in quality of education requires an outcome-driven orientation. Research clearly indicates that standardized assessments increase accountability, and consequently promote higher levels of student achievement<sup>1</sup>. In addition, studies also show that it is possible to leverage such assessments for fostering innovation<sup>2</sup>, contrary to the oft-quoted belief that assessments incentivize teaching/studying "to the test" and limit risk taking. In fact, proper design of assessment and manner of sharing, and using this information can help improve the quality of teaching and learning in schools. Its removal takes away the pressure of academic performance both from the mind of teacher and the student.

**2.2.b. Low student motivation:** A large proportion of students in government schools are coming from households with limited support in terms of allocation of time for studying or guidance for homework. Many of them are also first generation learners and even their regular attendance is often not ensured with family withdrawing the child on a particular day at slightest cause. Moreover, the family itself

may have no capacity to assess the learning level of the child. With such disengagement and limited family capacity being already an issue in large number of children in government schools, "No detention" further exacerbates the motivation challenge of student as well as teachers. At another level, it adversely affects the drive to excel or drive to perform, as the general message has got spread in the environment that "performance does not matter". One has to move to next grade as the time elapses. While there is little or no empirical evidence supporting the claim that detention increases drop-out rates<sup>3</sup>, research suggests that consequence-driven testing does indeed lead to student learning achievements going up<sup>4</sup>.

**2.2.c. Low teacher accountability:** In spite of significant pay scale increases in government sector across the country, teachers are not held accountable for student performance. A key performance indicator over the years for writing annual confidential reports of teachers or for granting teacher awards are annual class results in school exams or in Board examinations. No detention, misinterpreted as no assessment, has led to reduced accountability among teachers, especially at primary and upper primary levels. This complaint is often heard not only from school heads or educational administrators, but also from the teachers in secondary schools. It is complained that the children turning up at secondary grade levels are not at grade appropriate competencies. Research exists to clearly indicate that standards-based testing leads to greater accountability among teachers<sup>5</sup>, thus improving student learning outcomes.

**2.2.d. Lack of a pedagogy that sufficiently addresses multi-level environments:** The "No detention" policy will aggravate the multi-level learning environments in the classroom. Students at different learning levels will automatically get promoted to next grade making classroom at each grade as multi-grade class. Current pedagogical practices, content of teacher-education and teachers' skill-set, teacher-pupil ratios, teaching-learning materials and infrastructure do not sufficiently address the challenges thrown by such multi-grade environments. Such a reality will make the task of making each child of the class achieve grade-level competencies extremely challenging. On the other hand, research indicates that "multi-age instruction" remains a credible pedagogical practice even today<sup>6</sup>, nullifying the need for "age-appropriate" classes (and thus no detention).

**2.2.e. Insufficient teaching skills:** The challenges faced by teachers inside the classroom will increase due to no detention and CCE. Already, teachers in government schools face a daunting challenge of ensuring learning by students from disadvantaged socio-economic backgrounds, and by those who are often first-generation learners. "No detention" increases the number of children retained at every grade, even though they aren't learning commensurately, thus complicating the teacher's task further.

**2.2.f. Insufficient systemic support:** A "No detention" policy is implementable in an "ideal system" – e.g., optimal resources at every level (e.g., sufficient number of teachers), seamless processes (e.g., CCE) and a supportive eco-system (e.g.,

engaged parents/ community who ensure full attendance of children and also drive and support students towards academic excellence). However, our current education system faces significant challenges (e.g, insufficient capacity at every level, inaccurate/difficult to obtain data and disengaged stakeholders), thus rendering "*No detention*" difficult to implement for all grades with immediate effect.

### **3. Recommendations of the CABE Sub-Committee**

Given our understanding of theory, trends and underlying root causes of low (and declining) learning level outcomes, we would like to make the following recommendations:

#### **3.1. Measure learning level outcomes of all children on regular basis:**

- a. Identify grade-level competencies for each grade
- b. At the school level, assess all children (census approach) against these competencies every year
- c. School heads should discuss these results with teachers and parents to enable the creation of "School Development Plans" with special training provisions to address learning deficits of children at every grade.
- d. Regulate private schools by similarly tracking learning levels of all their students.

#### **3.2 Catalyze a "performance-driven culture" - reward high performers at every level:**

- a. Recognize and reward high-performing students, teachers, schools, blocks and districts, so that they motivate others. All rewards should be tied to quality metrics, where quality metrics should include both scholastic metrics (e.g, actual learning outcomes) as well as metrics related to key co-

scholastic areas (e.g., overall personality development, values, life skills, creative and performing arts, sports etc.). Since CCE design (proposed by NCERT) also covers co-scholastic aspects, states can leverage it to design holistic annual assessments for assessing student performance to identify high performers.

- b. Introduce/ reinforce performance management processes for all teachers, school leaders and department officials, with performance measures linked significantly with student learning level outcomes and CCE metrics.
- c. Share best practices from high-performing teachers, school leaders and schools to raise overall learning levels and co-scholastic areas' performance levels of children by promoting a culture of aspiring for and achieving excellence.

### **3.3 Introduce pedagogical interventions that complement "No Detention":**

- a. Special learning provisions should be formally included as part of the school schedule, given the anticipated increase in the preponderance of multi-level teaching environments.
- b. CCE and other evaluation techniques should be introduced as part of the formal syllabus of B. Ed and D. Ed courses. In addition, CCE as method of assessment should be implemented in the B. Ed and D. Ed classes. The students need to themselves experience the process to comprehend it properly and then use it in their own class rooms. Teacher Eligibility test results across the country over last few years are clear evidence that teachers do not acquire required skills during their teacher education courses. It is important to

allow them substantial teaching practice opportunity through formal internship programmes after instructional courses.

- c. Current teachers also need to be given intensive training on the CCE concept and its implementation. For a large majority of teachers, the concept as it is discussed in educational literature or training modules still remains a mystery. There is no conclusive guidance on the optimal strategies to implement or monitor its implementation. NCERT has brought out these indicative modules in 2013 and before it is properly grasped by each school, teacher and parents, several years may pass. MHRD needs to focus this teacher training as a key intervention in the annual plans of the Sarva Shiksha Abhiyan and Teacher Education.
- d. The in-service teacher training system needs to get completely transformed. Appropriate professional development programmes for teachers should be designed after carrying out formal training needs assessment(TNA) of teachers both in pedagogy and in content knowledge. Deployment of teachers as resource persons for training, for textbook writing or for development of grade-wise assessment tools may also be linked to their competence level and aptitude as reflected through formal TNA. Teacher competencies need to be assessed and upgraded on regular basis through strong in-service professional development programmes. Possibility of using digital learning platforms for this purpose should be explored.
- e. In classrooms, there is a need to introduce differentiated teaching that caters to multi-grade learning environments – e.g., classroom management through groups and student leaders.

### 3.4. Changing stakeholders' mind set and preparing them for new provisions:

- a. Parents should be made responsible/accountable for full attendance of their children.
- b. Minimum "80% - 85% school days attendance" should be mandatory for a child to qualify for promotion to the next grade, barring select mitigating circumstances (e.g., medical grounds, family migration, or in case of CWSN having special circumstances or needs).
- c. Among teachers and school leaders, there is a strong need to proactively communicate the intent or goals of "No detention" and CCE appropriately. This will help in ensuring more accurate in-field interpretation of such policies - e.g., that RTE does not prevent/ discourage assessments. It will also help in gaining appropriate buy -in from these critical delivery agents of learning - e.g., higher commitment to implement CCE consistently.
- d. Overall, the culture of the entire education system needs to change from "*teaching*" (input-oriented) to "*learning*" (output-oriented). Such culture change needs to be tracked and measured closely - e.g., by measuring outputs (i.e., student learning level outcomes) annually on a census-basis (i.e., every school).
- e. Teachers' performance appraisal systems be redesigned to link it to their educational delivery in classrooms .The school system needs to reflect the child's achievement in teacher's assessment .Special training or enablement may be mandated for the teachers as per current level of skill sets through formal teacher education institutions.

### 3.5 Amend the roll-out plan of "*No detention*":

- a. Given current systemic challenges and process inefficiencies, "No detention" provision should be implemented in a phased manner. For example, to begin with, we could implement a system of state wide assessment at grades 3,5 and 8 – with "no detention" up to grade 5, provisional promotion after grade 5 and detention after level 8 (if minimum grade-appropriate competencies are not achieved by the child). However, scale up to all classes should be undertaken only after the critical infrastructural, teacher strength and teachers' skill-set requirements are fully met (e.g., by 2020 or 2024).

Allow more flexibility in "no detention" – e.g., the system should allow for detaining students lagging behind (e.g., a student who has not attained grade -3 competency even though reached age- appropriate level of grade 5 or has not attained grade 5 competency even though reached age appropriate level of grade 8). The school needs to provide special training to support him or her in acquisition of grade appropriate competencies. Such changes will help address concerns that result from a system-wide "*No detention*" policy, and will help expedite the country's progress towards higher quality education for all.

#### 4. Conclusion

While theory and theoreticians may have a strong case for retaining the provision of "No Detention" (this view has been specifically put forward by two members of the Committee), the practical reality and experience across the country, across the stakeholders, clearly shows that ground is not ready to receive this positively. In absence of ground preparation, the intentions of the provision have not been met at all. Since it is a serious issue related to future of our children, we need not act in haste. We need to stop, re-assess and then move forward. At this stage, it would be prudent to re-iterate the need for assessment of learning outcomes and make it consequential by linking it to promotion or otherwise to the next class beyond Grade V.

Enhanced investment of public money in the school education must deliver by serving more and more children not by forcing their migration away from government schools due to wrong perception of RTE provisions. It has to serve by not only bringing all children to schools but also by ensuring that these years are used gainfully and productively. School years and school experience should enable them to realize their capabilities and enrich their lives.

***A meaningful and joyous school experience that constantly drives children towards merit and excellence will keep them motivated and kindle the life- long desire to aspire, aim and achieve.***

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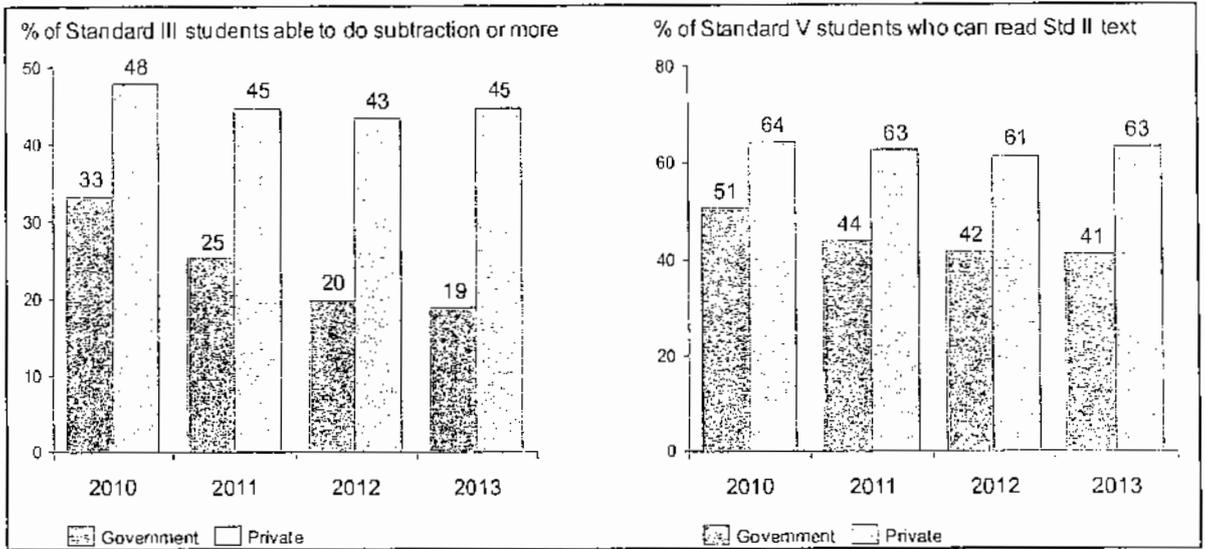
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## **Source of Other material / researches used in section II**

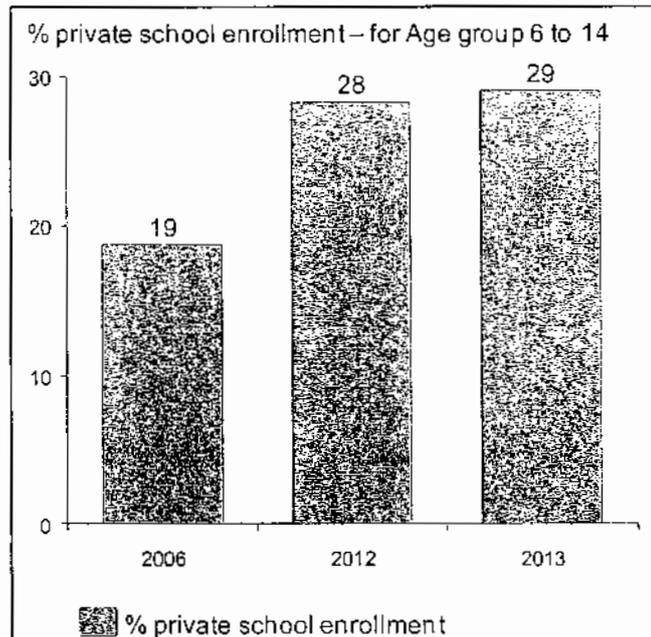
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## List of Exhibits

**Exhibit A: Declining LLOs, per the ASER State Report 2013 (Rural)**



**Exhibit B: Enrolment shifting from Government schools to Private schools, per ASER report 2013 (Rural)**



## **Section II**

# **BACKGROUND MATERIAL**

### 3. Constitution and composition of Sub-Committee

#### Background

The CAGE is the highest advisory body to advise the Central and State Governments in the field of education. The 59<sup>th</sup> CAGE in its meeting dated 6<sup>th</sup> June 2012 passed a resolution 6.(i) that.

*6. (i) CAGE decided to constitute a Committee for assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the RTE Act. While there was agreement that Board Examinations are not required, guidelines for implementation of CCE need to be evolved for examining and testing the child during the elementary education cycle. The CAGE committee would be chaired by Smt. Geeta Bhukkal, Hon'ble Minister of Education Haryana which will include other State Education Ministers with representation from Academics and Civil Society.*

*The Committee will submit its report in 3 months after consulting State Governments and other Stakeholders.*

#### Context of the constitution of CAGE Sub-Committee

##### ***Constitutional Amendment and RTE Act, 2009 -***

The Constitution (Eighty-sixth Amendment) Act, 2002 inserted Article 21-A in the Constitution of India to provide free and compulsory education of all children in the age group of six to fourteen years as a Fundamental Right in such a manner as the State may, by law, determine. The consequential legislation envisaged under Article 21-A is the Right of Children to Free and Compulsory Education (RTE) Act, 2009 there by India has joined a league of nations which provided legal guarantee for free education of every child in neighborhood school satisfying certain essential norms and standards. With this, India has moved forward to a right based framework that casts a legal obligation on the Central and State Governments to implement this fundamental

child right as enshrined in the Article 21A of the Constitution, in accordance with the provisions of the RTE Act.

Article 21-A and the RTE Act came into effect on 1 April 2010. The title of the RTE Act incorporates the words 'free and compulsory'. 'Free education' means that no child, other than a child who has been admitted by his or her parents to a school which is not supported by the appropriate Government, shall be liable to pay any kind of fee or charges or expenses which may prevent him or her from pursuing and completing elementary education. 'Compulsory education' casts an obligation on the appropriate Government and local authorities to provide and ensure admission, attendance and completion of elementary education by all children in the 6-14 age group.

**The RTE Act provides for the:-**

- (i) Right of children to free and compulsory education till completion of elementary education in a neighborhood school.
- (ii) It clarifies that 'compulsory education' means obligation of the appropriate government to provide free elementary education and ensure compulsory admission, attendance and completion of elementary education to every child in the six to fourteen age group. 'Free' means that no child shall be liable to pay any kind of fee or charges or expenses which may prevent him or her from pursuing and completing elementary education.
- (iii) It makes provisions for a non-admitted child to be admitted to an age appropriate class.
- (iv) It specifies the duties and responsibilities of appropriate Governments, local authority and parents in providing free and compulsory education, and sharing of financial and other responsibilities between the Central and State Governments.

- (v) It lays down the norms and standards relating inter alia to Pupil Teacher Ratios (PTRs), buildings and infrastructure, school-working days, teacher-working hours.
- (vi) prohibition of deployment of teachers for It provides for rational deployment of teachers by ensuring that the specified pupil teacher ratio is maintained for each school, rather than just as an average for the State or District or Block, thus ensuring that there is no urban-rural imbalance in teacher postings. It also provides for non-educational work, other than decennial census, elections to local authority, state legislatures and parliament, and disaster relief.
- (vii) It provides for appointment of appropriately trained teachers, i.e. teachers with the requisite entry and academic qualifications.
- (viii) It prohibits (a) physical punishment and mental harassment; (b) screening procedures for admission of children; (c) capitation fee; (d) private tuition by teachers and (e) running of schools without recognition,
- (ix) It provides for development of curriculum in consonance with the values enshrined in the Constitution, and which would ensure the all-round development of the child, building on the child's knowledge, potentiality and talent and making the child free of fear, trauma and anxiety through a system of child friendly and child centred learning.
- (x) It aimed at using evaluation system for improving the learning of children and for improving the pedagogy, by introducing Comprehensive and Continuous Evaluation in place of traditional system of examinations used for judging the children.

(xi) The relevant provisions of RTE Act, 2009 are as follows:

**RTE Specific provisions on CCE and No Detention -**

Section		
16		<i>No child admitted in a school shall be held back in any class or expelled from school till the completion of elementary Education.</i>
29	(1)	<i>The curriculum and the evaluation procedure for elementary education shall be laid down by an academic authority to be specified by the appropriate Government, by notification.</i>
	(2)	<i>The Academic Authority, while laying down the curriculum and the evaluation procedure under sub-section (1) shall take into consideration the following namely:-</i>
		<i>a) Conformity with the values enshrined in the Constitution</i>
		<i>b) All round development of the child</i>
		<i>c) Building up child's knowledge, potentiality and talent</i>
		<i>d) Development of physical and mental abilities to the fullest extent</i>
		<i>e) Learning through activities, discovery and exploration in a child friendly and child centred manner</i>
		<i>f) Medium of instruction shall as far as practicable be in child's mother tongue</i>
		<i>g) Making the child free of fear, trauma and anxiety and helping the child to express views freely.</i>
		<i>h) Comprehensive and Continuous Evaluation of child's understanding of knowledge and his or her ability to apply the same.</i>
30	(1)	<i>No child shall be required to pass any Board examination till completion of elementary education.</i>

	(2)	<i>Every child completing his elementary education shall be awarded a certificate in such form and in such manner, as may be prescribed.</i>
24(1)		<i>A teacher appointed under sub-section (1) of section 23 shall perform the following duties namely:-</i>
		<i>a) Maintain regularity and punctuality in attending school;</i>
		<i>b) Conduct and complete curriculum in accordance with the provisions of sub-section 92) of section 29</i>
		<i>c) Complete entire curriculum within the specified time;</i>
		<i>d) Assess the learning ability of each child and accordingly supplement additional instructions, if any, as required;</i>
		<i>e) Hold regular meetings with parents and guardians and apprise them about the regularity in attendance, ability to learn, progress made in learning and any other relevant information about the child; and</i>
		<i>f) Perform such other duties as may be prescribed.</i>
	(2)	<i>A teacher committing default in performance of duties specified in sub-section (1) shall be liable to disciplinary action under the service rules applicable to him or her.  Provided that before taking such disciplinary action, reasonable opportunity of being heard shall be afforded to such teacher.</i>
	(3)	<i>The grievances, if any, of the teacher shall be redressed in such manner as may be prescribed.</i>

### **Constitution and Composition of the Sub-Committee**

In compliance to the resolution passed by the CAGE in its 59<sup>th</sup> Meeting the Government of India in the Department of School Education and Literacy Ministry of Human Resource Development issued a notification constituting the CAGE Sub-Committee for assessment and

implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009 vide order No.F.20-6/2012-EE.17 Dated 5<sup>th</sup> July 2012:

The Sub-Committee was required to submit its report within 3 months after consulting State Governments and other stakeholders. Further the time line was extended up to 31<sup>st</sup> August 2013 and was the date was extended up to 30.11.2013.

Composition of the Sub-Committee as per the notification are as follows: -

1.	Smt. Geeta Bhukkal, Minister Education, Government of Haryana
2.	Shri Prashant Kumar Sahi, Minister of Human Resource Development, Government of Bihar
3.	Dr. Himanta Biswa Sarma, Education Minister, Government of Assam
4.	Thiru N. R. Sivapathy, Minister for School Education and Sports & Youth Welfare, Government Tamil Nadu
5.	Shri Brijmohan Agrawal, Minister for School Education, Chhattisgarh
6.	Prof. Nargis Panchapakesan, Retd. Professor, Delhi University
7.	Dr. Kiran Devendra, Head, Department of Elementary Education, National Council of Educational Research and Training (NCERT), New Delhi
8.	Dr. Vinod Raina, Educationist
9.	Shri Arun Kapur, Director, Vasant Valley Foundation
10.	Director, SCERT, Uttar Pradesh
11.	Director, SCERT, Andhra Pradesh

### **Terms of Reference of the Sub-Committee**

Assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009

### **Modus operandi followed by the Sub-Committee**

- a) The Sub-Committee held a series of (five) sittings dated viz., 6<sup>th</sup> August, 2012 at New Delhi, 10<sup>th</sup> October, 2012 at New Delhi, 31<sup>st</sup> May 2013 at New Delhi and 27 & 28<sup>th</sup> June 2013 at Bengaluru and on 28<sup>th</sup> October 2013 at Kolkata. Further the Committee members visited schools in Karnataka, Assam and Tripura to understand the classroom process with regards to CCE.
- b) In the first two sittings the Members had a detailed discussion on the terms of reference of the Sub-Committee in the light of Right of Children to Free and Compulsory Education (RTE) Act, 2009.
- c) As per the decisions of the Sub-Committee in their two sittings all the States / UTs were requested to submit a detailed information on CCE and No detention under RTE Act, 2009 in the form of questionnaires in two different methods
  - i. System for CCE and No detention viz., Status of CCE Implementation, CCE Preparedness, Relationship with pedagogical interventions, test modes (paper-pencil test), No detention implementation, usage of CCE tests, opinions on CCE and No detention. 13 States provided responses.
  - ii. Feedback from various stakeholders' viz., Parents, Teachers and Educational Administrators and Government views.
- d) In the third, fourth and fifth sittings the Sub-Committee invited State Government representatives to express their respective State Government views on the implementation of CCE and No detention: Observations and suggestions.

- e) All India Primary Teachers Federation provided their observations in the 3<sup>rd</sup> Sub-Committee meeting.
- f) The Rishi Valley School Bangalore and Azim Premji Foundation were invited to make presentation in 4<sup>th</sup> Sub-Committee meeting at Bengaluru.

#### **4. Mis-understood provisions of RTE Act, 2009**

##### **Why study when there is no fear of failing? Continuous Examinations!**

##### **RTE Specific provisions on CCE and No Detention -**

The RTE Act, 2009 has been considered and applauded all across as a landmark child right based legislation bringing in paradigm shift in the school access, retention and quality of school education. Nevertheless the provisions under section 30(1), section 16 and section 29 (2)(h) have invited criticism from a section of society and media.

These provisions are misconstrued by different sections in diametrically opposite ways viz.,

- (i) There shall not be any examination from Class I to VIII and all children will be passed till class VIII without fail resulting in a care free attitude among students to study and that of teachers to teach.
- (ii) There shall be examinations continuously to test the child's knowledge at short frequency in place of traditional system of examinations on Quarterly, Six monthly and annual basis; and thereby the CCE has increased the stress and anxiety among children.

It is in this context and circumstances and appreciating the concerns of the various views and suggestions, the Central Advisory Board of Education constituted a Sub-Committee.

Various perceptions collected from the Media on these RTE provisions are listed below for illustration:

On No Detention and Board Examinations	On CCE
<ul style="list-style-type: none"> <li>❖ Why study when there is no fear of failing? (<a href="http://www.thehindu.com/news/cities/chennai/no-detention-policy-works/article3429830.ece">http://www.thehindu.com/news/cities/chennai/no-detention-policy-works/article3429830.ece</a>)</li> <li>❖ Students are losing out on their reading habit as they are given open tests or no test/ examinations.</li> <li>❖ It will impact dwindling intellectual quality</li> <li>❖ Students do not feel the need to study as there are no examinations.</li> <li>❖ Students have developed lackadaisical attitude.</li> <li>❖ Students have become hard to be disciplined.</li> <li>❖ Large number of students might fail to clear the class IX examinations after getting promoted year after year till Class VIII because of the no-detention provision.</li> <li>❖ Students esp. From Backward and rural areas were not studying seriously as the Act forbids detention.</li> <li>❖ Parents in rural and tribal areas are not taking the initiative to teach children at home as they know the child won't fail.</li> <li>❖ There is no differentiation between intelligent, average and poor students.</li> </ul>	<ul style="list-style-type: none"> <li>❖ Children are forcefully subjected to the continuous grading/marking of their every move.</li> <li>❖ The projects and the assignments take away time and children do not have time for other activities or for fun in the holidays. Finally parents do their kids' projects and assignments.</li> <li>❖ The teachers look burdened with all the marking, grading, evaluating and documentation.</li> </ul>

## Perception and Facts - No Detention

1.Perception	There shall not be any examination from Class I to VIII and all children will be passed till class VIII without fail resulting in a care free attitude among students to study and that of teachers to teach
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### 4.1 Facts of RTE Act, 2009 -

*Sec. 30 (1) of RTE Act, 2009 states that "No child shall be required to pass any Board examination till completion of elementary education."*

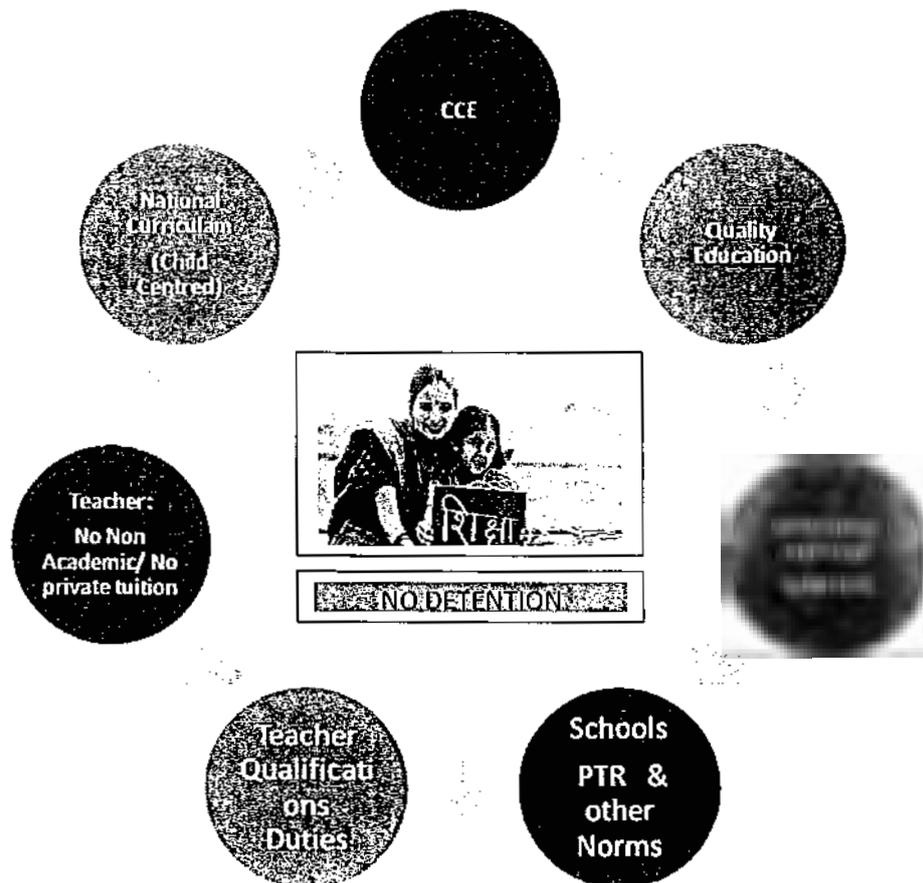
In other words the Act prohibits only the conduct of examination by a State/ UT level Board setting parameters at State level, not the Conduct of Evaluation by the School authorities.

Rather the Sec. 29 (2) (h) of the Act, mandated Comprehensive and Continuous Evaluation system wherein, the Schools are to hold and use the evaluations (better word of examination) to improve the teaching by the teacher and to improve learning of the child. Unlike traditional board examinations the CCE visualizes the evaluation as a part teaching-learning process and as a diagnostic tool to improve learning.

Here, the provision under section 16 of RTE cannot be seen in isolation rather it should be seen holistically under various provisions of the RTE Act comprehensively i.e.

- (i) Provision of Schools and all schools infrastructure to comply with the set standards.
- (ii) Provision of teachers in every school as per norms and standards.
- (iii) Prescribed academic and professional qualifications for the teachers.

- (iv) Child friendly curriculum, syllabi and text books in compliance to National Curriculum Framework 2005.
- (v) Comprehensive and Continuous evaluation system
- (vi) More teacher time on task by prescribing Teacher code, prohibiting private tuitions and un-burdening them from non-academic activities except elections, census and disaster relief.
- (vii) Responsibility of Governments and Local Authorities for quality education and to ensure and monitor admission, attendance and completion of elementary education by every child [S.8(f and g) and S.9 ( e and h)]
- (viii) Grievance redressal System- at local level (Local authority)/ State level and National level.



#### 4.2 No Detention: Rationale -

- Is a commitment of the nation to every child to provide quality education with a guarantee to ensure expected learning outcomes within the academic year with required support systems including remedial / additional instructions.
- It is not just a statement of commitment but a package -providing teachers, pedagogy, CCE, infrastructure, capacities, school working days and teacher hours, redressal and processes including monitoring.
- Detention demotivates and discourages the child. She cannot be friendly with her juniors.
- At the elementary level the child is young and during these years she forms her personality. Motivation and encouragement help in forming good personality.

#### 4.3 No Detention before RTE- as informed by State -

- 28 States were already following No detention in classes I-II, I-V and I-VII even before RTE.

Sr. No.	Name of States	No. detention before RTE
1.	Andaman & N Island	- Only for class 1 to 5 since 2005
2.	Andhra Pradesh	- Since 1975 , Class -I to VI, exam only for class VII and - Well before RTE it is extended up to class IX
3.	Arunachal Pradesh	- Prior To RTE , Class- I-V
4.	Assam	- Prior To RTE , Class- I-VII
5.	Bihar	- Class- I-V (In Principle it is existed in State)
6.	Chandigarh	- Class- I-V
7.	Chhattisgarh	- Effect from 1992 classes - I- IV
8.	Dadra & Nagar Haveli	- Not in place before RTE
9.	Daman & Diu	- Not in place before RTE
10.	Delhi	- Since 2009 class-I-VII
11.	Goa	- For Class-I - III

12.	Gujarat	- Only for Class I & II
13.	Haryana	- Since 1979 for class I-III
14.	Himachal Pradesh	- Earlier it was for class I-III, - From 2009 class I-V
15.	Jammu & Kashmir	- Class – I- VIII - Not Cover Under RTE
16.	Jharkhand	- No Detention for class - I-V
17.	Karnataka	- With effect from 2001 class I-VIII
18.	Kerala	- Since 2001 only std -I &II
19.	Lakshadweep	- class I &II applicable
20.	Madhya Pradesh	- Class-I- VI
21.	Maharashtra	- Since 2001 Class I & II
22.	Manipur	- Not in place before RTE
23.	Meghalaya	- Not in place before RTE
24.	Mizoram	- Not in place before RTE
25.	Nagaland	- Not in place before RTE
26.	Orissa	- Class I-V
27.	Puducherry	- class- I -IV prior to RTE
28.	Punjab	- Up To Class- I - IV
29.	Rajasthan	- No Detention Class I- V before to RTE
30.	Sikkim	- Not in place before RTE
31.	Tamil Nadu	- Class I-V since 1998
32.	Tripura	- Class- I-IV since 2005
33.	Uttar Pradesh	- 1 & 2 prior to RTE from it is continue DPEP time
34.	Uttarakhand	- Up to class V prior to RTE & - 1& 2 from DPEP time
35.	West Bengal	- class- I-IV - since 1984

#### 4.4 No detention in policies in force before RTE Act, 2009

National Policy on Education (1968) (1986) and (1992) and National Curriculum Framework 2005 provides for No Detention provision in the interest of child.

*National Policy on Education (1992) {(1968)(1986)}*

##### ***child-centred approach-***

*5.6 A warm, welcoming and encouraging approach, in which all concerned share a solicitude for the needs of the child, is the best motivation for the child to attend school and learn. A child-centred and activity-based process of learning should be adopted at the primary stage. First generation learners should be allowed to set their own pace and be given supplementary remedial instruction. As the child grows, the component of cognitive learning will be increased and skills organised through practice. Corporal punishment will be firmly excluded from the educational system and school timings as well as vacations adjusted to the convenience of children. (p.14).*

Even the NPE 1968 mentions about the No Detention indirectly to reduce wastage and stagnation in Schools and to ensure that every child who is enrolled in schools successfully completes the prescribed course.

*Free and Compulsory Education: Strenuous efforts should be made for the early fulfilment of the Directive principle under Article 45 of the Constitution seeking to provide free and compulsory education for all children up to the age of 14. **Suitable programmes should be developed to reduce the prevailing wastage and stagnation in schools and to ensure that every child who is enrolled in schools successfully completes the prescribed course.***

##### ***National Curriculum Framework 2005:-***

The para 3.3.1 The Curriculum at different Stages emphasizes that at the primary stage, the child should be engaged in joyfully exploring the world around and harmonising with it.

Throughout the primary stage, there should be no formal periodic tests, no awarding of grades or marks, and **no detention**. Every child who attends eight years of school should be eligible to enter Class IX.

#### **4.5 Research and No Detention -**

##### ***I. No Evidence to prove that detention helps learning and retention:***

An intensive search has been made to find any evidence or research to prove that detention of child in the same class will help either in learning or in retention or in completion of elementary cycle. But till date no such evidence was available both within the country and abroad.

##### ***II Evidence to prove that detention negates learning and retention: -***

There are a number of studies which provided evidence that detention (earlier called as wastage / stagnation) lead to discontinuation of studies by the children.

Starting from Hartog Committee (1929), Kothari Commission -Education and National Development Report of the Education Commission, 1964-66 Vol.2 School Education (1970) and various studies undertaken by Government established that stagnation is a symptom of disease / ineffectiveness/ inefficiency in educational system and is not a disease by itself and recommended a number of measures to correct the disease and thereby to treat the symptom.

- A. The Hartog Committee, 1929 (an Auxiliary Committee of the Indian Statutory Commission) appointed to review the position of education in the country reported that Wastage and Stagnation in Primary education as one of the big challenge India:

([http://www.kkhsou.in/main/education/hartog\\_committee.html](http://www.kkhsou.in/main/education/hartog_committee.html)) 'wastage' meant premature withdrawal of children from school at any stage before the completion of the primary course. By 'stagnation' the committee meant detention in the same classes for more than one academic year.

Regular promotion of the students to the next higher class is interrupted resulting in the withdrawal of the student from school learning. The committee had highlighted the following causes of wastage and stagnation in primary education -

- As most of the parents are illiterate children don't find suitable environment to retain their literacy.
- The committee found that 60% of the primary schools were single teacher school.
- The teachers are not trained and regular inspection of schools was not possible due to inadequate number of inspectors.
- The method of teaching employed by the teachers was unscientific and stereo-typed and the curriculum was not scientific and upto date.
- Many of the schools were temporary and short lived. There were certain schools that did not hold their sessions regularly

B. Education and National Development Report of the Education Commission, 1964-66 Vol.2 School Education (1970) [http://www.teindia.nic.in/Files/Reports/CCE/KC/KC\\_V2.pdf](http://www.teindia.nic.in/Files/Reports/CCE/KC/KC_V2.pdf) noted that stagnation which discourages children from staying longer at school and observed that wastage and stagnation, are like headache and fever, are not diseases in themselves; they are symptoms of other diseases in the educational system. The chief among these are the lack of proper articulation between education and life and the poor capacity of the schools to attract and hold students.

*The relevant paras of the report are reproduced below: -*

*Para 7.19 Universal Retention of Pupils that Having enrolled every child in a school, it is essential to see that he progresses regularly from year to year (i.e., there is no stagnation) and that he does not leave the school till he completes the prescribed age or class (i.e., there is no wastage). As is well*

known, the extent of wastage and stagnation in our system is very large. The evil was first highlighted about forty years ago by the Hartog Committee; and although the issue has been discussed almost continuously since, very little effective action has been taken to reduce it. Precise studies of the problem spread over a time-series are not available. But the class-wise quinquennial enrolments since 1911-12, shows how persistent the problem has been and what little progress has been made in reducing its extent. Further noted the following observations

**7.33 Educational and Social Causes.** The educational factors which are responsible for another 30 per cent of the wastage include the existence of incomplete schools which do not teach the full courses; **the large prevalence of stagnation which discourages children from staying longer at school;** the dull character of most of the schools and their poor capacity to attract students and retain them; the absence of ancillary services like school meals and school health; and the failure of the average parent or child to see the advantage of attendance at school. It need hardly be stressed that the sovereign remedy for all these problems is qualitative improvement supplemented by an intensive programme of parental education. The social factors which operate mainly in the case of girls play a minor role. They include betrothal or marriage and opposition to sending grown-up girls to schools, especially to mixed schools or schools without women teachers. The remedies are self-evident.

**7.34 General Observations.** An effective way to reduce the evils of wastage and stagnation is for the State Education Department to treat every school as an individual entity and for every school to give individual attention to every child. The Department should use the techniques which have been developed to measure the extent of wastage and stagnation from year to year in each class and in each school. On the basis of these data, it should insist on every school making the best efforts possible to reduce these evils similarly, each school

should pay adequate attention to individual children. It has been found that wastage is reduced even by a simple act such as a sympathetic enquiry made by a teacher of the parents whenever a child ceases to attend school. What is needed, therefore, is a nation-wide programme of school improvement in which the reduction of wastage and stagnation would figure prominently. The broad outline of such a programme is discussed more fully elsewhere.<sup>67</sup>

7.35 It has to be remembered that wastage and stagnation, like headache and fever, are not diseases in themselves; they are symptoms of other diseases in the educational system. The chief among these are the lack of proper articulation between education and life and the poor capacity of the schools to attract and hold students. To these may be added a third ailment, poverty, which falls outside the system. Urgent action is needed to remove the first two educational weaknesses; the effect of the third can be offset only as the economy of the country improves. The goal of universal retention of pupils, therefore, is the most difficult of all and can be reached only over a period of time. This makes it all the more necessary to organize immediately an intensive programme for the reduction of wastage and to pursue it till the goal is reached. A beginning should be made with class I, where the target should be to reduce the wastage by half before the end of the Fourth Plan and to reduce it to the minimum by the end of the Fifth Plan. In the lower primary stage, all wastage should be reduced to the absolute minimum by the end of the first decade (1966-76) and at the higher primary stage, by the end of the second decade (1976-87).

Hussain M (1982) Wastage and Stagnation in Primary Schools of Rural Areas of Bhilwara District SIERT, Rajasthan 1982 concluded that "failing once or repeatedly led to school leaving and non-provision of all the five classes in the same institution resulted in discontinuation of studies by the

student"(Research in Elementary Education Abstracts No.1459 p.1272).

Eswara Prasad and Sharma R. (1982) Wastage Stagnation and Inequality of Opportunity in Rural Primary Education- A case study of Andhra Pradesh ASCI found that the incidence of stagnation was higher among girls than boys, stagnation was higher in lower class people (Harijans) than others, level of income and caste were important factors in wastage and stagnation etc.

SIE (UP) (1986) A study of Drop outs and failures in Primary Classes, Allahabad- found out that maximum drop outs were seen among children coming from backward classes and recommended that a motivating school environment together with non-discriminatory school behavior and good physical facilities have positive impact on dropouts and failures.

#### **Global Studies: -**

UNESCO publication-*Wastage in education: a world problem UNESCO 1971 p.19 provides the* diversity of promotion practices at the first and second levels of education among the nations of the world.

**The UNESCO Wasted Opportunities: When Schools Fail Repetition and drop-out: in primary schools (1998) Education for All-Status and Trends 1998(p.37-40)** noted that a significant body of research indicates that the negative effects of repetition largely outstrip the expected benefits. One study by the International Association for the Evaluation of Educational Achievement, found no absolute relation between retention policies and overallpupil achievement. It noted that pupils in the Scandinavian countries and Japan, which have done away with grade repetition, typically perform well above the international average oncomparative examinations. Further it concluded that A review of the research on grade repetition provides no conclusive evidence to support the hypothesis that repetition is a more effective way of helping low achievers than automatic promotion. As repeaters use resources that could otherwise be used to expand enrolment or to

improve the quality of educational services, countries with high levels of repetition should review their promotion policies with a view to adopting more efficient measures to improve learning achievement and prevent failure. The elimination of dropout and repetition, however, would not necessarily solve the problem of underachievement. Pupil-centred instruction and various other pedagogical improvements can raise the learning achievement of all pupils and thereby increase the efficiency of primary education.

Basic premise of proponents of Detention policy is that the detention provides the pupils additional time to learn material that they failed to master the first time around. Repetition is thus seen as a remedy for slow learners. Whereas research indicates that the negative effects of repetition largely outstrip the expected benefits. Further repetition is seen as wasteful as it reduces the intake capacity of the grade in which they repeat and thereby prevent other children from entering school or cause over-crowding of class rooms, thus increasing the education costs.

The research findings of Lindaarling-Hammond and Beverly Falk (November 1997) noted that repeating a grade does not help students gain ground academically and has a negative impact on social adjustment and self-esteem contrary to popular beliefs and have found that repeaters tend to develop highly negative attitudes toward school. The presence of substantial numbers of older students repeating classes turned out to be disruptive and the repeaters dropped out in significant numbers.

Grade repetition presumes that the problem, if there is one, is attributable to the child rather than factors such as the quality of teaching or the school setting. Significantly, retention rates for children from low income families are at least twice as high as those for children from high income families. Since children from poor families are less likely to receive instruction from well-qualified and highly effective teachers, their academic difficulties are exacerbated, not solved, by grade retention (UNESCO 1998 p.14).

All this clearly establishes that the No Detention provision is not an innovation of RTE Act, 2009 and is not aimed at disappearing or abolishing the repetition by an administrative stroke as misunderstood by some but is an understanding developed based on scientific evidence both in country and globally and has been part of our entire education policy framework for decades. The RTE Act, 2009 made that scientific basis a justiciable provision.

#### 4.6 Perception and Facts \_ CCE -

2. Perception	There shall be examinations continuously to test the child's knowledge at short frequency in place of traditional system of examinations on Quarterly, Six monthly and annual basis; and there by the CCE has increased the stress and anxiety among children
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#### 4.7 What is CCE? (Source: NCERT Exemplar) -

<b>Continuous Assessment</b>	<p><b>Formative assessments</b>-helps the teacher to know students strengths, learning gaps and serve her in adapting curriculum and teaching-learning approach/method to suit learner's needs.</p> <p><i>(i) Assessment for learning during Teaching Learning process</i></p> <p><i>(ii) Written work of child, oral response, observation of child etc.</i></p> <p><i>(iii) Not to be reported to the child and not to be shown in report cards.</i></p>
<b>Comprehensive Assessment</b>	<p><b>Summative Assessments:</b> To get a sense of "holistic" development of child's progress viz., cognitive, personal-social qualities etc.</p> <p>To know whether the children have learnt as expected levels of learning based on lessons'</p>

	<p>objective/learning points.</p> <p>(i) <i>Assessment of Learning after the completion of a set of lessons – Six monthly and Annual assessments.</i></p> <p>(ii) <i>To be recorded by the teacher.</i></p>
<b>Evaluation</b>	<p><b>Product oriented</b></p> <p>Is a process of finding out as to what extent changes have taken place in the development and learning among children.</p> <p>Focuses on actual level attained after a certain period of Teaching-Learning with no interest in why and how that level was attained.</p>

Against the misunderstanding the CCE aims at making whole teaching-learning both child and teacher friendly and making education stress free while enabling to achieve learning levels at the end of academic year. Further the CCE is not an innovation of RTE Act, 2009 rather it is there for decades in all our educational policies and recommendations of various commissions viz., NPE 1968, 1986, 1992 and NCF 2005.

Examinations are justified only if the information they supply allows one to make truly educational decisions about future action to benefit the individual pupil, of a nature so specific that without them such action could not be determined. If examinations are regarded as servants rather than as masters of educational decision-making they can be beneficial. Unfortunately, they take on their character as a result of decisions which follow them. Only when educational decisions are truly of benefit to the individual pupil will examinations exercise a positive influence in educational guidance (*Wastage in education: a world problem UNESCO 1971 p.22*)

As given the details about the section 16, Section 29(1) & (2) and Section 30(1) & (20) in earlier para no 11, there is provision of continuous assessment of children at elementary level. But these provisions could not be percolated upto grassroots level.

## CCE: Comprehensive and Continuous Evaluation: Perception and

Facts: -

	Mis conception	Facts
CCE Objective	To promote every child whether he/she learns or not	Every child should get an opportunity to learn all through the process and be helped whenever she/he needs feedback and support.  The situation of child's failing at the end of a term should not arise.
Evaluation Objective	To label or compare performance of children against each other.	It compares the performance of a child with his/her previous performance, instead of comparing her with her peers.
Continuous	Regular conduct of 'tests'	No formal tests <i>Assessment for learning during Teaching-Learning process</i> Is process oriented
	Written tests/ unit tests/ project work etc.	Written work of child, oral response, observation of child etc.
	Are reporting in progress reports.	Not to be reported to the child and not to be shown in report cards.
Comprehensive	Combining child's behaviour in isolation from curricular learning	Summative Assessments <i>Assessment of Learning</i> after the completion of a set of lessons

	Assessment of personal-social qualities of children at 5 point scale of grading	Should be described not graded.
	Reporting for compilation	To be recorded by the teacher for <i>Teaching-Learning process</i>
Evaluation	Record keeping exercise	Is a process of finding out as to what extent changes have taken place in the development and learning among children.
Responsibility	Sole responsibility of Teacher	Collective responsibility of Teachers, School Leadership, Children, Community & Administrators.
Effect	Burden on the teacher	Reduce the teachers' burden
	Considered as an external activity to the Teaching-Learning process	Is integral part of <i>Teaching-Learning process</i> .

## CCE in NPE, POA and NCF-2005 -

### **The Evaluation Process And Examination Reform (P.30-31)**

8.23 Assessment of performance Is an Integral part of any process of learning and teaching. As part of sound educational strategy, examinations should be employed to bring about qualitative Improvements In education.

8.24 The objective will be to re-cast the examination system so as to ensure a method of Assessment that is a valid and reliable measure of student development and a powerful Instrument for improving teaching and learning; in functional terms, this would mean:

- (i) The elimination of excessive element of chance and subjectivity;
- (ii) The de-emphasis of memorisation;
- (iii) Continuous and comprehensive evaluation that incorporates both scholastic and non-scholastic
- (iv) aspects of education, spread over the total span of instructional time;
- (v) Effective use of the evaluation process by teachers, students and parents;
- (vi) Improvement in the conduct of examination;
- (vii) The introduction of concomitant changes in instructional materials and methodology;
- (viii) Introduction of the semester system from the secondary stage in a phased manner; and
- (ix) The use of grades in place of marks.

8.25 The above goals are relevant both for external examinations and evaluations within educational institutions. Evaluation at the institutional level will be streamlined and the predominance of external examinations reduced. A National Examination Reform Framework would be prepared to serve as a set of guidelines to the examining bodies, which would have the freedom to innovate and adapt the framework to suit the specific situations.

### **District and Local Level (p.34) -**

10.6 District boards of Education will be created to manage education up to the higher secondary level. State Governments will attend to this aspect with all possible expedition. Within a multilevel framework of educational development, Central, State and District and Local level agencies will participate in planning, co-ordination, monitoring and evaluation.

10.7 A very important role must be assigned to the head of an educational institution. Heads will be specially selected and trained. School complexes will be promoted on a flexible pattern so as to serve as networks of institutions and synergic alliances to encourage professionalism among teachers to ensure observance of norms of conduct and to enable the sharing of experiences and facilities. It is expected that a developed system of school complexes will take over much of the inspection functions in due course.

10.8 Local communities, through appropriate bodies, will be assigned a major role in programmes of school improvement.

**(10) Examinations: A major goal of examination reforms should be to improve the reliability and validity of examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at 'certifying' the quality of his performance at a given moment of time.(p.42)**

<b>Programme of Action (1992)</b>
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#### **Evaluation Process and Examination Reforms:**

1. Reforms in examinations have been a subject of serious discussion for long. Some changes have been introduced in the system at the initiative of the NCERT in school examinations and the UGC in university examinations. on the whole, however, the impact of these reforms have not been too significant.

### *Policy and strategies for implementation*

2. The policy visualises integration of the assessment of performance with the process of learning and teaching, and utilising the process of evaluation to bring about qualitative improvement in education (para. 8.23). In order to ensure that the method of assessment of students' performance is valid and reliable, the following short-term measures are proposed:-

#### *At the School Level:-*

- (i) **Public examinations will continue to be held only at the levels of classes X and XII;**
- (ii) Decentralisation of the operation involved in the conduct of examinations to make the
- (iii) School Boards in certain States have set up a number of sub-centres to decentralise the conduct of examinations. Adoption of similar measures by other State will be pursued.
- (iv) In the event of decentralisation as indicated above, the State Boards of School Education would continue to get the question papers set and printed, consolidate the results of examinations and also undertake test checks on random basis of the functioning of the sub-centres; and
- (v) Spot evaluation of answer scripts.

#### **(a) Conduct of Examinations:-**

- (i) The possibility of introducing legislation to define various malpractices connected with examinations and to treat them as cognizable and unbailable offences will be considered;
- (ii) Such laws will also, when enacted, make provision to prescribe the nature and type of punishments for various offences under the law, and to include within its scope persons engaged in various operations connected with examinations and also to provide protection to them; and

- (iii) Innovations and experiments in the conduct-of examinations, like printing and distribution of question papers with questions arranged in different sequences to avoid copying and other unfair means in the examination halls.
3. In order to attain the objective of integrating the process of evaluation with teaching and learning, 'several long-term reforms will be necessary. For this purpose, the following programmes would be considered :-
- (a) At the School Level:-
    - (i) **The Boards of Education will lay down the levels of attainment expected at classes V, VIII, X and XII;**
    - (ii) The Boards will also prescribe the learning objectives corresponding to these levels of attainment in terms of knowledge and comprehension, communication, skills in the application of knowledge, and the ability to learn;
    - (iii) Schemes of evaluation consisting of examinations to test those aspects of learning which can be assessed through formal examinations, and the procedure for assessing those aspects which cannot be tested through such an examination, will be developed. Abilities and proficiencies which can and should be assessed through institutional evaluation will be identified and procedures evolved for such evaluation;
    - (iv) **The development of schemes of evaluation is a continuing process. To provide professional support to this process, the Boards of Education will consider setting up a Consortium for initiating research and development in evaluation procedures and in the conduct of examinations;**
    - (v) For performing this task, the Consortium will adopt selected schools as pilot centres and will hold examinations and award certificates for the students of such schools;
    - (vi) Before question papers are set, a detailed design will be evolved indicating the weightage to be given to various areas

of content, types of questions and the objectives of teaching/learning;

- (vii) **Along with external examinations, continuous institutional evaluation of scholastic and non- scholastic aspects of education will be introduced;**
- (viii) Evaluation of students' performance will move towards cumulative grading system;
- (ix) In the big States, the possibility of establishing more than one Board of Education will be considered, so that the number of students to be examined by one Board does not exceed one lakh; and
- (x) Procedures will be developed for the appointment of Chairmen/Secretaries of Boards of Education and Controllers of Examinations to inspire confidence among public.

<b>National Curriculum Framework-2005</b>
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### **3.11 Assessment and Evaluation**

In the Indian education system, the term evaluation is associated with examination, stress and anxiety. All efforts at curriculum definition and renewal come to naught if they cannot engage with the bulwark of the evaluation and examination system embedded in schooling. **We are concerned about the ill effects that examinations have on efforts to make learning and teaching meaningful and joyous for children. Currently, the board examinations negatively influence all testing and assessment throughout the school years, beginning with pre-school.**

At the same time, a good evaluation and examination system can become an integral part of the learning process and benefit both the learners themselves and the educational system by giving credible feedback. This section addresses evaluation and assessment as they are relevant to the normal course of teaching-learning in the school, as a part of the curriculum.

Issues relating to the examination system, and in particular to the board examinations, are addressed separately in Chapter 5.

### **3.11.1 The Purpose of Assessment -**

Education is concerned with preparing citizens for a meaningful and productive life, and evaluation should be a way of providing credible feedback on the extent to which we have been successful in imparting such an education. Seen from this perspective, current processes of evaluation, which measure and assess a very limited range of faculties, are highly inadequate and do not provide a complete picture of an individual's abilities or progress towards fulfilling the aims of education.

But even this limited purpose of evaluation, of providing feedback on scholastic and academic development, can be achieved only if the teacher is prepared even before the course of teaching begins, armed with not only the techniques of assessment but also the parameters for evaluation and the various tools that will be employed. In addition to judging the quality of the students' achievements, a teacher would also need to collect, analyse and interpret their performances on various measures of the assessment to come to an understanding of the extent and nature of the students' learning in different domains. The purpose of assessment is necessarily to improve the teaching-learning process and materials, and to be able to review the objectives that have been identified for different school stages by gauging the extent to which the capabilities of learners have been developed. Needless to say, this does not mean that tests and examinations will have to be conducted frequently. On the contrary, routine activities and exercises can be employed effectively to assess learning. Well-designed assessment and regular report cards provide learners with feedback, and set standards for them to strive

towards. They also serve to inform parents about the quality of learning and the development and progress of their wards. This is not a means of encouraging competition; if one is looking for quality in education, then segregating and ranking children and injecting them with feelings of inferiority cannot do it.

Last, credible assessment provides a report, or certifies the completion of a course of study, providing other schools and educational institutions, the community and prospective employers with information regarding the quality and extent of learning. The popular notion that evaluation can lead to identifying the needs of remediation, to be attended to with remedial teaching, has created many problems in curriculum planning. The term remediation needs to be restricted to specific/special programmes that enable children who are having a problem with literacy/reading (associated with reading failure and later with comprehension) or numeracy (especially the symbolic aspects of mathematical computation and place value). Teachers require specific training for effective diagnostic testing that can be of assistance in remediation efforts. Similarly, remedial work would require specifically developed materials and planning so that the teacher is able to give one-on-one time to work with the child, beginning with what she/he knows and moving to what she/he needs to learn, through a continuous process of assessment and careful observation. Indiscriminate usage of the term distracts from the general problems of effective pedagogy, and makes the child solely responsible for her/his learning and also learning 'failure'.

### **3.11.2 Assessing Learners -**

Any meaningful report on the quality and extent of a child's learning needs to be comprehensive. We need a

curriculum whose creativity, innovativeness, and development of the whole being, the hallmark of a good education makes uniform tests that assess memorised facts and textbook -based learning obsolete. We need to redefine and seek new parameters for and ways of evaluation and feedback. In addition to the learner's achievements in specific subject areas that lend themselves to testing easily, assessment would need to encompass attitudes to learning, interest, and the ability to learn independently.

### **3.11.3 Assessment in the Course of Teaching -**

Preparing report cards is a way for the teacher to think about each individual child and review what she/he has learnt during the term, and what she/he needs to work on and improve. To be able to write such report cards, teachers would need to think about each individual child, and hence pay attention to them during their everyday teaching and interaction. One does not need special tests for this; learning activities themselves provide the basis for such ongoing observational and qualitative assessments of children. **Maintaining a daily diary based on observation helps in continuous and comprehensive evaluation.** An extract from the diary of a teacher for a week notes the following: "Kiran enjoyed his work. He took an instant liking to the books that were informative and brief. He says that he likes simple and clear language. In noting down facts, he goes for short answers. He says that it helps him understand things easily. He favours a practical approach." Similarly, keeping samples and notes of the child's work at different stages provides both the teacher and the learner herself or himself with a systematic record of his/her learning progress. The belief that assessment must lead to finding learning difficulties to then be remediated is often very impractical and not founded on a sound understanding of

pedagogic practice. Problems regarding conceptual development cannot and do not wait for formal tests in order to be detected. A teacher can, in the course of teaching itself, come to know of such problems by asking questions that make children think or by giving them small assignments. She can then attend to them in the process of teaching-by ensuring that her planning is flexible and responsive to the learners and their learning.

#### **3.11.4 Curricular Areas that cannot be 'Tested for Marks' -**

Each area of the curriculum may not lend itself to being 'tested'; it may even be antithetical to the nature of learning in the curricular area. This includes areas such as work, health, yoga, physical education, music and art. While the skill-based component of physical education and yoga could be tested, the health aspect needs continuous and qualitative assessments. Currently, this has the effect of making these subjects and activities 'less important' in the curriculum; these areas are inadequately provided for in terms of material resources and curricular planning, and marked by a lack of seriousness. Further, the time allocated for them is also frequently sacrificed to accommodate special classes. This is a serious compromise with parts of the curriculum that have deep educational significance and potential.

#### **3.11.7 Areas that Require Fresh Thinking -**

There are many areas of the curriculum that can be assessed but for which we still do not have reliable and efficient instruments. This includes assessing learning that is carried out in groups, and learning in areas such as theatre, work and craft where skills and competencies develop over longer time scales and require careful observation.

Continuous and comprehensive evaluation has frequently been cited as the only meaningful kind of evaluation. This also requires much more careful thinking through about when it is to be employed in a system effectively. Such evaluation places a lot of demand on teachers' time and ability to maintain meticulous records if it is to be meaningfully executed and if it is to have any reliability as an assessment. If this simply increases stress on children by reducing all their activities into items for assessment, or making them experience the teacher's 'power', then it defeats the purpose of education. Unless a system is adequately geared for such assessment, it is better for teachers to engage in more limited forms of evaluation, but incorporating into them more features that will make the assessment a meaningful record of learning. Finally, there is a need to evolve and maintain credibility in assessment so that they perform their function of providing feedback in a meaningful way.

### **5.3 Examination Reforms -**

The report, Learning without Burden notes that public examinations at the end of Class X and XII should be reviewed with a view to replacing the prevailing text-based and quiz-type questioning, which induces an inordinate level of anxiety and stress and promotes rote learning. While urban middle-class children are stressed from the need to perform extremely well, rural children are not sure about whether their preparation is adequate even to succeed. The high failure rates, especially among the rural, economically weaker and socially deprived children, forces one to critically review the whole system of evaluation and examination. For if the system was fair and working adequately, there is no reason why children should not progress and learn.

**5.3.1 Paper Setting, Examining and Reporting** In order to improve the validity of current examinations, the entire process of paper setting needs to be overhauled. The focus should shift to framing good questions rather than mere paper setting. Such questions need not be generated by experts only. Through wide canvassing, good questions can be pooled all year round, from teachers, college professors in that discipline, educators from other states, and even students. These questions, after careful vetting by experts, could be categorised according to level of difficulty, topic/area, concept/competency being evaluated and time estimated to solve. These could be maintained along with a record of their usage and testing record to be drawn upon at the time of generating question papers.

Compelling teachers to examine without paper offering adequate remuneration makes it difficult to motivate them to ensure better quality and consistency in evaluation. Considering that most boards are in good financial health, funding issues should not come in the way of improving the quality of evaluation. With computerisation, it is much easier to protect the identity of both examinee and examiner. It is also easier to randomise examination scripts given to any particular examiner, thus checking malpractices and reducing inter-examiner variability. Malpractices such as cheating with help from outside the examination hall can be reduced if candidates are not permitted to leave the exam centre in the first half time, and also are not permitted to carry question papers out with them while the examination is still going on. The question paper can be made available after the examination is over. Computerisation makes it possible to present a wider range of performance parameters on the mark sheet—absolute marks/grades, percentile rank among all candidates taking the examination for that subject, and percentile rank among peers (e.g. schools in the same rural or urban block). It would also be possible to analyse the quality and consistency of

various examiners. The last parameter, in particular, we believe to be a crucial test of merit. Making this information public will allow institutions of higher learning to take a more complex and relativist view of the notion of merit. Such analysis will promote transparency. Requests for re-checking have declined dramatically in places where students have access to their answer papers in either scanned or xeroxed form, on request, for a nominal fee.

In the medium term, we need to be able to increasingly shift towards school-based assessment, and devise ways in which to make such internal assessment more credible. **Each school should evolve a flexible and implementable scheme of Continuous and Comprehensive Evaluation (CCE), primarily for diagnosis, remediation and enhancing of learning.** The scheme should take, into account the social environment of and the facilities available in the school. Sensitive teachers usually pick up the unique strengths and weakness of students. There should be ways of utilising such insights. At the same time, to prevent abuse by schools (as is currently the case in practical examinations), they could be graded on a relative, not an absolute, scale and must be moderated and scaled against the marks obtained in the external examination. More research is required on development, teacher training and relevant institutional arrangements.

### **5.3.2 Flexibility in Assessment -**

A lot of psychological data now suggest that different learners learn (and test) differently. Hence there should be more varied modes of assessment beyond the examination hall paper-pencil test. Oral testing and group work evaluation should be encouraged. Open-book exams and exams without time limits are worth introducing as small pilot projects across the country. These innovations would have the added advantage of shifting the focus of exams from testing memory to testing higher-level competencies such as interpretation, analysis and problem-solving skills. Even conventional exams can be

nudged in this direction through better paper setting and providing standard and desirable information to candidates (such as periodic tables, trigonometric identities, maps and historical dates, formulae, etc.). Because of the differing nature of learners, and the widely variable quality of teaching, the expectation that all candidates should demonstrate the same level of competence in each subject in order to reach the next level of education is unreasonable. In the light of the urban-rural gap in India, this expectation is also socially regressive. It is well documented, for instance, that much of the higher failure and dropout rates in rural schools can be attributed to poor performance in two subjects — Maths and English. Boards should explore the possibility of allowing students to take exams in these subjects at one of the two (or even three) levels. This need not require that curricula or textbooks will differ for different levels.

The "one-exam-fits-all" principle, while being organisationally convenient, is not a student-centred one. Nor is it in keeping with the rapidly evolving nature of the Indian job market, with its increasing differentiation. The industrial assembly-line model of assessment needs to be replaced by a more humanistic and differentiated one. If, as economists predict, four out of every four new jobs in the next decade will be in the services sector, a paradigm shift in Indian education is called for. As fewer and fewer Indians make standardised widgets, and more and more work to solve problems for their fellow citizens, the Indian exam system will also need to become more open, flexible, creative and user friendly.

### **5.3.3 Board Examinations at Other Levels -**

Under no circumstances should board - or state-level examinations be conducted at other stages of schooling, such as Class V, VIII or XI. Indeed, boards should consider, as a long-term measure, making the Class X examination optional, thus permitting students continuing in the same school (and who do not need a board certificate) to take an internal school exam instead.

### 5. Status of CCE in 35 States / UTs -

30 States/UTs have already been implementing the CCE where as 5 States/UTs are in different stages of implementation.

Sr. No	State	Status	Written exam
1	Andaman & Nicobar	Implemented	04 formative and 02 summative
2	Andhra Pradesh	Implemented	Written test in place
3	Arunachal Pradesh	Implemented	2-SA-1 and SA-2
4	Assam	In Process	Formative and summative assessments.
5	Bihar	Implemented	Paper Pencil test
6	Chandigarh	Implemented	Yes
7	Chhattisgarh	Implemented	Yes
8	Dadra & Nagar Haveli	Implemented	Yes
9	Daman & Diu	Implemented	Yes
10	Delhi	Implemented	Summative tests
11	Goa:	In process	N.A.
12	Gujarat	Implemented	Yes
13	Haryana	Implemented	Two unit tests and one semester end test.
14	Himachal Pradesh	Implemented	Including written test
15	Jammu & Kashmir	In process	N.A.
16	Jharkhand	In process	N.A.
17	Karnataka	Implemented	Frequent paper pencil test by teachers for class I to III and for class IV to VIII there is provision for summative test

Sr. No	State	Status	Written exam
18	Kerala	Implemented	Frequent test by teachers
19	Lakshadweep	In Process	N.A.
20	Madhya Pradesh	Implemented - renewal is in process	Yes
21	Maharashtra	Implemented	Yes
22	Manipur	In Process	N.A.
23	Meghalaya	Implemented	Inbuilt paper pencil test
24	Mizoram	Implemented	Yes
25	Nagaland	In Process	Paper pencil test
26	Orissa	Initiated in 2012-13	3 Summative test
27	Puducherry	Implemented	4 slip test and 3 terminal test
28	Punjab	Implemented	2 test
29	Rajasthan	Implemented in 2500 schools	Yes, 2 test
30	Sikkim	Implemented	1 summative test
31	Tamil Nadu	Implemented	Inbuilt test in each of three semester
32	Tripura	In Process	N.A.
33	Uttar Pradesh	In Five District	Two paper pencil test
34	Uttarakhand	Implemented	Yes
35	West Bengal	Initiated	Yes

**Conclusion:** Evaluation of pupils' achievement should be continuous, with the aim of detecting and compensating learning difficulties rather than selecting pupils for promotion.

### 5.1 Impact of No Detention -

#### Past NAS results of States/UTs having detention policy (Pre- RTE) -

A comparative analysis of NAS cycle I (Baseline Achievement Survey) and II (Mid-term Achievement Survey) conducted by NCERT has been undertaken to assess the impact of detention policies over non-detention policy on improving learning levels/ quality education.

A. Class III: Achievement Survey Results: Comparison of States /UTs following & not following "No Detention "prior to RTE -

No of States / UTs that have shown increasing / declining trend in achievements in the National Achievements Survey round II (2007-08) over round I (2003-04)	States / UTs with No Detention Policy (28)		States / UTs with Detention Policy (7)	
	Mathematics	Languages	Mathematics	Languages
No. of States that are showing Increasing trend	17	19	1 (Sikkim)	2 (Sikkim & Meghalaya)
No. of States that are showing Decreasing trend	7	5	4 (Manipur, Meghalaya, Mizoram & Nagaland)	3 (Manipur, Mizoram & Nagaland)

C. Class V: Achievement Survey Results: Comparison of States/UTs following & not following "No Detention "prior to RTE.

No of States / UTs that have shown increased/ declining trend in achievements in the National Achievement Survey round II (2005-06) over round I (2001-02)	States / UTs with No Detention Policy (28)		States / UTs with Detention Policy (7)	
	Mathematics	Languages	Mathematics	Languages
No. of States that are showing Increasing trend	15	15	2 (Mizoram + Nagaland)	-
No. of States that are showing Decreasing trend	10	10	2 (Manipur, Sikkim)	4

Comparison with NAS III Cycle (2010-13) was not undertaken as all the states have adopted the RTE provision of no detention since 2010. The above NAS results clearly demonstrate that the detention policy by itself do not give any positive results.

## 5.2 On Class X results -

The RTE Act, 2009 came into force from 1<sup>st</sup> April 2010. The first batch of students which passed out class VIII without any detention have given their class X examination in the academic year 2012-13. The results from a number of sample states clearly dispels the fears of falling standards and carefree attitude of parents and teachers. Academic year 2012-13 results of Class X are analyzed across the states and UTs just on two parameters viz., Pass percentage and number of

candidates passed. 20 number of states and CBSE shared their class X results since 2005. The observations are as follows: -

- a) The CBSE 2013 Class X results showed increasing trend both in terms of pass % and number of candidates passed.
- b) Out of 20 States 13 States showed increased trend in pass % while States and UTs viz., Dadra and NH, Haryana, Himachal Pradesh, Jharkhand, Mizoram and Punjab showed decline in pass %. Rajasthan did not share the pass %.
- c) 18 States showed increase in candidates while one state and one UT (HP and Daman & Diu) reported static figures and one state (Haryana) did not share the data.
- d) The states which are historically have detention policy viz., Manipur and Meghalaya, demonstrated high pass percentage and high number of appeared candidates. While Mizoram showed negative trend in both terms.
- e) The states which are lagging behind in Educational Development Index (DISE 2012-13) Jharkhand, Uttar Pradesh, Assam, Tripura, Madhya Pradesh, Odisha, and Meghalaya have all shown positive results both in terms of pass percentage and number of candidates appeared.

The candidates of Class X pass outs of 2013 availed just one year no detention facility under RTE Act, 2009 though 28 states have no detention up to different classes. The results clearly demonstrate no negative impact of the No detention, rather illustrated positive impact. Nevertheless one year of the provision cannot be stretched far.

**Statement of Class X results of 2009, 2012- 2013**

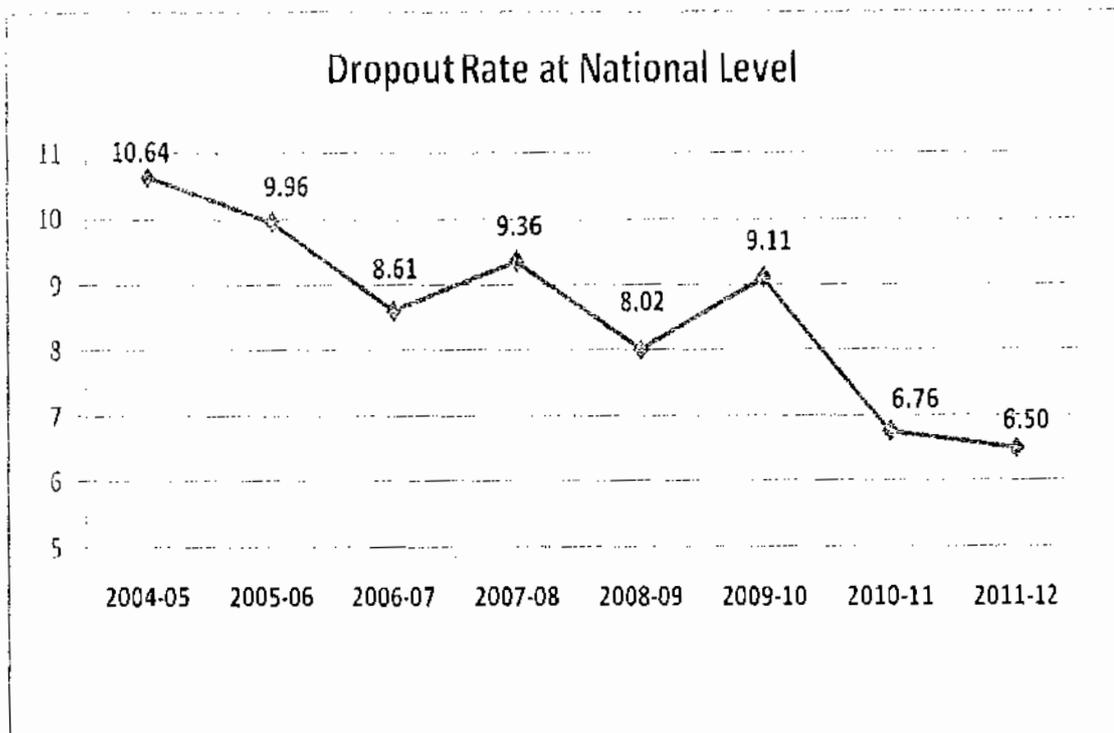
Sl. No	States / UTs	Authorit y	Before RTE Act				Post RTE Act		Comparison of % passed in 2013 with 2009 & 2012		Comparison of candidates appeared in 2013 with 2009 & 2012	
			2009		2012		2013		2009	2012	2009	2012
			Appeared	Pass %	Appeared	Pass %	Appeared	Pass %				
	CBSE		805421	88.84	1175687	98.18	1254814	98.78	(+)	(+)	(+)	(+)
1.	Andhra Pr.	AP SBE	10,01,529	78.83	10,49,689	87.84	10,49,902	88.08	(+)	(+)	(+)	(+)
2.	Assam	SEBA	234741	61.55	278704	69.83	366476	70.71	(+)	(+)	(+)	(+)
3.	Chhattisgarh	BSE,C	297782	53.92	403640	55.50	424744	56.78	(+)	(+)	(+)	(+)
4.	Daman & Diu	BED&D	2074	81.48	2488	85.65	2465	88.52	(+)	(+)	(+)	(=)
5.	Dadra & NH	SSCBE	2143	35.74	3942	35.56	3969	31.67	(-)	(-)	(+)	(+)
6.	Gujarat	GSHSEB	768042	56.43	910362	69.10	966114	65.12	(+)	(-)	(+)	(+)
7.	Haryana	SEB	-	84.43	-	65.38	-	50.79	(-)	(-)		
8.	Himachal Pr.	BSE	90041	61.64	145159	63.65	145020	61.16	(-)	(-)	(+)	(=)
9.	Jharkhand	JAC	355393	77.82	431623	67.35	469667	73.15	(-)	(+)	(+)	(+)
10.	Manipur		27684	57	30050	70	33579	72	(+)	(+)	(+)	(+)
11.	Meghalaya		36368	46.77	38942	50.56	41007	56.31	(+)	(+)	(+)	(+)
12.	Madhya Pr.	BSE (Regular)	658765	35.33	771306	53.90	893367	51.19	(+)	(-)	(+)	(+)
13.	Mizoram	MBSE	12714	60.46	15206	72.27	16144	58.63	(-)	(-)	(+)	(+)
14.	Odisha	BSE (R)	378202	59.70	497294	65.44	554435	72.57	(+)	(+)	(+)	(+)

Sl. No	States / UTs	Authority	Before RTE Act				Post RTE Act		Comparison of % passed in 2013 with 2009 & 2012		Comparison of candidates appeared in 2013 with 2009 & 2012	
			2009		2012		2013					
			Appeared	Pass %	Appeared	Pass %	Appeared	Pass %	2009	2012	2009	2012
15.	Punjab	SEB	234473	88.31	388136	73.49	419592	69.32	(-)	(-)	(+)	(+)
16.	Rajasthan	BSEA	974138		97251		1170790					
17.	Tripura	BSE	28260	58.66	31601	63.83	31751	66.39	(+)	(+)	(+)	(+)
18.	Tamil Nadu		822872	81.6	1050922	86.20	1051062	89.0	(+)	(+)	(+)	(+)
19.	Uttar Pr.	BHSI	3337679	56.67	3741380	83.75	3804580	86.63	(+)	(+)	(+)	(+)
20.	Uttarakhand	BS	173062	62.46	178738	70.26	176823	71.43	(+)	(+)	(+)	(+)

*Note: Other States/UTs could not submit the details as requested as on the date of finalization of this report.*

### 5.3 On Drop outs -

**Classes: 1 to 5**



Source: DISE prepared by TSG MIS Unit

**6. Rajya Sabha related Standing Committee on HRD and the resolutions passes by Himachal Pradesh Vidhan Sabha and Punjab Vidhan Shabha : observations -**

RAJYA SABHA ON 25<sup>th</sup> APRIL, 2013 and laid on the table of LOK SABHA ON 26<sup>th</sup> APRIL, 2013. para. 4.2.2 Quality of Education.

*4.22 Further, the Committee doubts about the policy of automatic up-gradation from class I to VIII under RTE, especially in view of findings of NCERT Learning Achievement Survey of Round I and II. One must not forget that the main objective of SSA/RTE is to ensure the right of every child to have elementary education of satisfactory and equitable quality of education which satisfies certain essential norms and standards. The Committee feels that a student may not be motivated to work hard to learn if he/she is aware that his promotion to the next grade is guaranteed. A child may not be mature enough to understand the implications of his being required to sit for formal examination from class IX onwards and obtain the minimum benchmarks. Further, even the teachers, parents, peer groups may not always make efforts to motivate the child to have quality education, thus denying the student an*

*opportunity to learn through the process and be prepared with cognitive faculties to take on to higher grade examination. In the light of the above, the Committee would like the Department to rethink on its policy of automatic promotion upto class VIII.*

The said NCERT surveys are conducted before the RTE Act, 2009 and the introduction of CCE. The NCF accompanied with the CCE is aimed at better achievements over time. Most importantly the CCE is evolving given the diversity and spread of the country.

**Resolution passed by Himachal Pradesh Vidhan Sabha under rule 102 of Rules of Procedure and Conduct of Business of the Himachal Pradesh Legislative Assembly seeking amendment in the Right of Children to Free and Compulsory Act 2009**

*" This House strongly recommends and requests the Government of India to make amendment in Right of Children to Free and Compulsory Education Act, 2009 by inserting following sub-section below section 30 of the Act:-*

*(3) Save as provided under sub-sections (1) and (2), the State Government shall provide for conduct of examinations for 5<sup>th</sup> and 8<sup>th</sup> classes till the Comprehensive and Continuous Evaluation (CCE) is implemented strictly in accordance with the provisions of the Act and to ensure that there is no Board examination till completion of elementary education."*

22-04-13

सचिव,  
हि.स. विभाग, रा.रा.

प्रति,

श्री श्रीराम सिंह,  
माननीय मुख्य पंजी,  
दिनांक 17/04/13

दिनांक दिनांक 17/04/2 अप्रैल, 2013

विषय: दिनांक-102 के अन्तर्गत सरकारी संकेत की सूचना।

प्रति,

सं. 102 के अन्तर्गत दिनांक 2 अप्रैल, 2013 को हि.स. विभाग सरकारी संकेत की सूचना  
के अन्तर्गत दिनांक 102 के अन्तर्गत दिनांक 2 अप्रैल, 2013 को हि.स. विभाग सरकारी संकेत की सूचना  
के अन्तर्गत दिनांक 102 के अन्तर्गत दिनांक 2 अप्रैल, 2013 को हि.स. विभाग सरकारी संकेत की सूचना

*This letter is promulgatory in nature and is issued in the  
exercise of the powers conferred on the Director of Children Welfare  
under Section 102 of the Child Welfare Act, 1960 in pursuance of the following sub-sections:*

*102(a), as provided under sub-sections (1) and (2) of the  
said Act, to provide for the issue of orders for conduct of  
enquiries by the Director of Children Welfare in cases where  
the Director is satisfied that the child concerned is in need of  
protection and to provide for the issue of orders for the  
removal of the child from the care of his parents or other  
persons in whose care he is placed.*

सचिव,

हि.स. विभाग, रा.रा.

दिनांक दिनांक 17/04/13

सुप्रासंख्य सं०: रा.रा.सं. 102

दिनांक दिनांक 17/04/2 अप्रैल, 2013

सचिव, हि.स. विभाग, दिनांक दिनांक 17/04/13 को सुप्रासंख्य सं०: रा.रा.सं. 102 के अन्तर्गत दिनांक 102 के अन्तर्गत दिनांक 2 अप्रैल, 2013 को हि.स. विभाग सरकारी संकेत की सूचना

सचिव,  
हि.स. विभाग, रा.रा.

दिनांक दिनांक 17/04/13

22-04

Government resolution of Himachal Pradesh dated 1-4-2013 is produced as under:-

“Amendment in section 30 of Right of Children Free and Compulsory Education Act 2009 “

Hon'ble Speaker Sir, the Right of Children to Free and Compulsory Education Act, 2009 was enacted by the Central Government in 2009 and the same came into force in the State of Himachal Pradesh w.e.f 1<sup>st</sup> April, 2010.

Section 30 of the said Act provides that no child shall be required to pass any Board examination till completion of elementary education. This Act also provides that no child admitted in a school shall be held back in any class or expelled from school till the completion of elementary education.

Keeping in view the provisions of Right of Children to Free and Compulsory Education Act, presently only school assessment on the basis of state for the last 4 years, the same has not been done in the true spirit as the teachers were not adequately trained in the adoption of such practices leading to a situation where proper assessment was not done. This has led to deteriorating learning levels reflected in the various reports of both external and as well as that of those done by the department.

Currently the department is working with a CBSE empanelled agency namely Learning Links Foundation (LLF) in 100 schools to train the teachers of the schools on the modalities of implementing the CCE. Master trainers from this engagement will be taking it forward in other schools. This however will take time and in the intervening period authentic reporting of the students learning levels are being missed out. Making learning outcomes an explicit goal of primary education policy and investing in regular and independent high-quality measurement of learning outcomes is imperative.

In order to impart quality education to the students, appropriate assessment of learning levels of the students and performance audit of schools and teachers is required by conducting examinations of 5<sup>th</sup> and 8<sup>th</sup> class till the CCE is implemented strictly in accordance with the provisions of the Right of Children to Free and Compulsory Education Act.

Therefore, I present the following resolution under Rule 102 and request the august House to pass the same unanimously.

“The House strongly recommends and requests the Government of India to make amendment in Right of Children to Free and Compulsory Education Act, 2009 by inserting following sub-section below section 30 of the Act:-

*(3) Save as provided under sub-sections (1) and (2), the State Government shall provide for conduct of examinations for 5<sup>th</sup> and 8<sup>th</sup> classes till the Comprehensive and Continuous Evaluation (CCE) is implemented strictly in accordance with the provisions of the Act and to ensure that there is no Board examination till completion of elementary education.”*

**Resolution passed unanimously by the Punjab Vidhan Sabha on 18<sup>th</sup> July, 2014 –**

This House strongly recommends to the Central Government to carry out requisite amendment in “**Right to Free and Compulsory Education of Children Act , 2009**” to reintroduce examination systems from 1<sup>st</sup> to 8<sup>th</sup> standard and to –start Board Examination for 5<sup>th</sup> and 8<sup>th</sup> standard and to ensure to promote only passes students to the next class for the bright future of Country and the State”



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The letter dated 10-1-2014 written by Hon'ble Chief Minister , Haryana

भूपिन्द्र सिंह हुड्डा  
BHUPINDER SINGH HOODA



DO.No CMB-30/1001/2014

मुख्य मंत्री, हरियाणा  
चण्डीगढ़।  
CHIEF MINISTER, HARYANA,  
CHANDIGARH.

Date: 10-1-2014

**SUBJECT: Implementation of Rights of Children to Free and Compulsory Education (RTE) Act: Impact of "No Detention Policy"**

Dear Mr. Pailan Kojari

I am pleased to inform you that Government of Haryana is earnestly implementing the provisions of RTE Act. There is hardly any habitation of Haryana which is not covered by a neighbourhood school. Nearly 21 lakh students are presently enrolled in about 11800 Government Elementary Schools of Haryana. Almost the entire state is covered by the neighbourhood schools. We are committed to fulfill the objectives as envisaged in the Act. From the state budget, in addition to the other departmental expenditure we are allocating nearly Rs. 650 crores towards various entitlements and scholarships for children in elementary classes especially for those from poor and marginalised sections of society.

In spite of such progress and level of investment, the quality issues are not getting fully addressed. Here I would like to draw your attention to the adverse impact of 'No Detention Policy' which is a cause of serious concern for the State.

Notwithstanding the fact that the 'No Detention Policy' was initiated with the laudable objective of achieving progressive psychological development of children, while simultaneously ensuring reduction in dropout rates. Practical implementation of the policy however, has resulted in deterioration in the quality of education on account of decline in the commitment levels of students as well as teachers towards education.

Several MLA's, representatives of various Teachers' Unions, School Management Committees (SMCs), parents of children have all felt that there has been much deterioration in the quality of education on account of non serious attitude of teachers and students and have thus voiced their concerns and objections towards the No Detention policy. This has also been the subject of Call Attention motion and other discussions in the Vidhan Sabha.

Contd.....

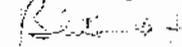
The pass percentage of Class X students in the years following the implementation of No Detention policy has come down to 40.93 % in government schools and 50.79% overall in the State, significantly lower than what it was prior to the implementation of the policy. It is pertinent to mention here that 'No Detention policy' has affected Private, government aided, unaided private and government schools alike.

Without first securing optimum teacher-pupil ratio, compulsory attendance, effective implementation of CCE and parental obligation towards child's education beyond school hours, no detention policy has only resulted in lackadaisical attitude on part of both students and teachers. Further, the significance of tests/examination and detention cannot be ignored as they provide students a fair stage to perform, besides being a remedy for correcting the deficiency in the knowledge of students. An exam also stimulates students to study hard and develops in students a sense of competition which also draws students towards books.

There may be some disadvantages of examination and detention policy but the advantages far outweigh the disadvantages. By not equipping the students with the requisite learning skills, 'No Detention policy' might lead to eventual traumatization of children, especially the poorer ones. It is against this background that I would like to strongly urge the Ministry of Human Resource Development (MHRD) to consider withdrawing the 'No Detention Policy' of the ministry.

With warm regards.

Yours sincerely,



(Bhupinder Singh Hooda)

Sh. M.M. Pallam Raju,  
Hon'ble Union Minister of Human Resources,  
Shastri Bhawan, Dr. Rajendra Prasad Road,  
New Delhi.

## **7. Responses of States/UT's Governments & Stakeholders and Analysis -**

As per the Sub-committee suggestion, the State and UT Governments have been requested to submit their inputs using 4 different approaches viz.,

1. A public notice was issued on 5.9.2012 inviting comments from the general public.
2. Circulated a Format-I Comprehensive Format requesting information on the status, preparedness and Coverage on implementing CCE and Opinion on No detention and Suggestions for effective implementation of CCE and No Detention. (Dated. 03.09.2012.)
3. Circulated Format-II for each stakeholder requesting feedback of Stakeholders viz., Parents, Teachers and Educational Administrators. (Dated 08.05.2013).
4. Requested a large number of State Government representatives to provide suggestions on CCE in the Sub-Committee meetings / consultation process.(3<sup>rd</sup>, 4<sup>th</sup> and 5<sup>th</sup> Meeting invitations).

### **7.1. Feedback on First Format -**

All the States and UTs were requested to submit the preparation and status of CCE implementation and views on No Detention. The points and responses of the States / UTs are as follows: -

**Information requested in the first format is as follows: -**

- a) Status of CCE
- b) Preparedness of CCE
- c) Relationship with other Pedagogical interventions
- d) Status of No detention provision
- e) Understanding of CCE
- f) Opinion about no detention
- g) Coverage of schools under CCE

b) Suggestions for effective implementation of CCE and No detention provision CCE.

- ❖ 15 States/ UTs: Andhra Pradesh, Chhattisgarh, Goa, Haryana, Kerala, Madhya Pradesh, Meghalaya, Odisha, Punjab, Rajasthan, Sikkim ,Tripura Uttar Pradesh and Uttarakhand and A & N Islands, provided responses.
- ❖ All the states reported the implementation of CCE and are in preparatory stage. However most of the States & UTs (except A &N Islands) did not report the implementation of CCE in Private Schools.
- ❖ Suggestions for the better implementation of CCE are provided in Annexure.

Sr. No.	Name of the States/UTs	CCE	No detention
1.	A&N Islands	Yes ( In preparatory stage) Both in Government and Private Schools	Yes
2.	Andhra Pradesh	Yes ( In preparatory stage) Not in Private Schools	Yes
3.	Chhattisgarh	Yes (In Preparatory stage) Not in Private Schools	Yes
4.	Goa	Yes (In Preparatory stage)	No
5.	Haryana	Yes (In Preparatory stage) Not in Private Schools	Yes
6.	Kerala	Yes (In Preparatory stage)	Yes
7.	Madhya Pradesh	Yes (In Preparatory stage) Not in Private Schools	Yes
8.	Meghalaya	Yes (In Preparatory stage) Not in Private Schools	Yes
9.	Odisha	Yes ( In preparatory stage) Not in Private Schools	Yes

10.	Punjab ( <i>not in format</i> )	Yes	No
11.	Rajasthan	Yes ( In preparatory stage on pilot basis) Not in Private Schools	No
12.	Sikkim	Yes (In Preparatory stage) Not in Private Schools	No
13.	Tripura	Yes ( In preparatory stage)	No comments
14.	Uttar Pradesh	Yes ( In preparatory stage on pilot basis) Not in Private Schools	Yes
15.	Uttarakhand	Yes (On Pilot basis in 50 Schools)	Yes

#### **No -Detention**

❖ 14 States/ UT (except Tripura) provided responses on No detention.

Favoured No Detention	10	Andaman & N Islands, Andhra Pradesh, Chhattisgarh, Haryana, Kerala, Madhya Pradesh, Meghalaya, Odessa, Uttaranchal, Uttar Pradesh
Favoured Detention	4	Goa, Punjab, Rajasthan & Sikkim

#### **7.2. Feedback on revised Second Format: -**

- In compliance to the decision of second meeting the Sub-Committee resolved to obtain the feedback / suggestions / comments from State/UT governments on detention policy and CCE upon consultation with different stakeholders in a revised format. Accordingly three questionnaires (for Teachers, Parents and Education Department officials) were circulated to all the State/ UT Governments ( on 8.5.2013) and requested them to submit the disaggregated feedback of various stakeholders and also the Government views.

- 20 States/UTs responded to the request of feedback. Of the 20 States/UTs only 13 States/UTs provided information in the prescribed format with a small sample. Whereas Assam, Manipur and NCR Delhi provided information consolidated way. Further Assam and NCR Delhi (though incomplete) provided the analysed information not the original feedback of stakeholders. For the reason the Assam and Manipur feedbacks are provided separately. For the remaining States/UTs the descriptive inputs received.
- Jammu & Kashmir submitted its feedback on the format. However given the non applicability of RTE Act, 2009 in the state, their feedback was not included in the report.

Suggestions offered by the States are provided in the Annexure.

**Status report of the feedback of States/UTs in Format-II is as follows: -**

Sr. No.	State/UTs	Number of Reponses		
		Parents	Teacher	Admin/Faculty
1.	Andhra Pradesh	3	0	0
2.	Arunachal Pradesh	1	1	2
3.	Chandigarh	48	41	15
4.	Chhattisgarh	6	4	5
5.	Madhya Pradesh	40	68	9
6.	Meghalaya	69	109	14
7.	Mizoram	130	105	39
8.	Orissa	2	1	1
9.	Puducherry	23	51	11
10.	Punjab	1	1	1
11.	Sikkim	1	1	1

12.	Uttar Pradesh	0	0	1
13.	Uttarakhand	6	5	27
<b>Total</b>		<b>330</b>	<b>387</b>	<b>126</b>
14	Assam Sample:63 19P+33T+11E	Consolidated reply: Noted the implementation of CCE and No detention policies. (Original feedback formats were not submitted)		
15	Manipur Sample: 1259 (842P+331T+86E )	Consolidated analytical report of feedback of 842 parents, 331 teachers and 86 educational officials. More than 75% of parents and teachers) opined that Child will feel demoralized if she/he is detained		
16	Delhi	Consolidated reply: Reported implementation of CCE and observed that detention will make the child demoralized. Made a number of suggestions for proper implementation of CCE.		
17	Bihar	Consolidated note: Favored CCE and No detention. Offered suggestions for improvements.		
18	Himachal Pradesh	Email: Reported implementation of CCE and No detention policies.		
19	Jammu & Kashmir	<i>Consolidated reply: Not included in the report as RTE Act, 2009 is not applicable to the state.</i>		
20	Tripura	Letter: Favored CCE with suggestions for improvement Observed adverse impact due to No detention.		

Note: In Format-II, Sikkim noted that No detention policy should be limited to Classes I to V only. Where as in format-I, Sikkim favoured detention and favoured no detention in 5<sup>th</sup> meeting of CAGE Sub-committee.

**7.3. Responses received from the general Public:** The following individuals submitted the responses.

- a. Shri Shyam Suri, Manager, KGBV, Ishwar Nagar, New Delhi provided response. He outlined the negative effects of No detention policy and CBSE CCE.
- b. Shri Shyam Goyal, Jaipur reported negative effects of CCE and No detention

## **8. Progress of Sarva Shiksha Abhiyan and interventions for CCE implementation -**

- 1.1 The Sarva Shiksha Abhiyan (SSA) scheme was launched in 2001 towards achieving universal elementary education. With the coming into force of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, the SSA was revised and realigned to the RTE Act vide CCEA decision dated 9<sup>th</sup> September, 2010.
- 1.2 The SSA has since been implemented in the context of the RTE Act, 2009. The status of school infrastructure has improved substantially with SSA assistance where, by September 2013, **1,71,105** primary schools and **1,00,202** upper primary schools had been constructed and **15,11,483** additional classrooms completed. In addition, **14,474** primary schools & **6288** upper primary schools are under construction. A noticeable outcome has been that the Student Classroom Ratio has improved from **41:1** in 2004-05 to **29:1** in 2012-13.
- 1.3 Effective convergence with other central schemes has led to improvement in drinking water facilities and toilets in schools. **94.76%** of elementary schools have drinking water facilities, **89.81%** schools have boys toilets and **67.18 %** girls toilets, as per 2012-13 data. **63.05 %** schools have ramps for access to children with special needs (CWSN).

- 1.4 In order to sustain the high enrolments and to off-set the cost of basic education for many poor households, the SSA provides free textbooks to 9.75 cr. children annually, school uniforms to 9.78 cr. children, 786 hostel facilities in remote/ LWE affected/ tribal areas, aids & appliances to 28.05 lakh CWSN, transportation & escort allowances in remote areas etc. The SSA also supports Special Training programmes for children who are out of school and cannot be mainstreamed into age appropriate classes in regular schools, without recourse to bridge courses.
- 1.5 SSA has steadily invested in quality improvement in schools, with more than half of its annual outlay going to quality interventions. 14,15,220 additional teachers have been appointed under SSA leading to a sharp improvement in pupil-teacher ratios (PTR) to a level of 30:1 in 2012-13. However, the States of Bihar, Jharkhand and Uttar Pradesh still have PTRs of 54, 41 and 34 respectively with the majority of the remaining 5.70 lakh teachers to be recruited under SSA, being in these States.
- 1.6 SSA provides for in-service training of about 40 lakh teachers annually. 6 lakh untrained teachers are currently undergoing open distance training programmes to acquire the requisite professional qualifications. For decentralized training and academic support to teachers, 6742 Block Resource Centres and 77,520 Cluster Resource Centres have been set up.
- 1.7 Under SSA, specific quality improvement programmes in 20 States for early grade reading, writing and comprehension and in 14 States for improving mathematics and science learning at upper primary level, are underway. These are focusing on improving learning levels of students.
- 1.8 Three rounds of National Achievement Surveys have been conducted by the NCERT during the SSA period for mapping student achievement levels in class III, V and VIII. The third round for Class V has been completed in 2012 and reveals moderate improvement in learning levels. This round has been carried out on an improved, internationally standardized methodology of Item Response Theory (IRT).
- 1.9 As a direct outcome of increased access to schooling, enrolments have increased rapidly. The Gross Enrolment Ratio for primary

education is **105.98** and for upper primary level **82.50**, as per 2012-13 data. Girl's enrolment as a percentage of total enrolment has risen from 48.2% at primary level in 2007-08 to **48.46%** in 2012-13 and even more sharply at upper primary level from 46.99 % in 2007-08 to **48.77%** in 2012-13, nearly commensurate with their share in the population.

- 1.10 The participation of SC & ST children is **20.33%** and **11.4%** respectively, of the total primary level enrolment and **19.43%** and **10.02%** at the upper primary level, which is well matched with their share in population (16.20% SC and 8.20 % ST, Census 2001). Enrolment of Muslim children has risen from **10.49%** of total elementary enrolment in 2008-09, to **13.42%** in 2012-13, whereas OBC enrolment has remained steady at 42.95% over a five year period.
- 1.11 Better retention of children in schools, is discernable. Annual average dropout rates have gone down from 9.11 percentage points in 2009-10 to **5.52 percentage point** in 2012-13, at the primary level. It is noteworthy that girls' dropout rate at 8.86 percentage points in 2009-10 has dipped to **5.34 percentage points** in 2012-13 at primary level, bettering those of boys.
- 1.12 Transition rates from primary to upper primary level have also improved substantially from being 83.53% (2009-10) to **88.25% (2012-13)**. Girls' transition rates are high at **89.62%** in 2012-13, clearly showing that more girls are continuing in elementary education.

#### **SSA INTERVENTIONS FOR CCE IMPLEMENTATION -**

Under Sarva Shiksha Abhiyan, Teacher Education Scheme and Mid-Day Meal schemes MHRD has been supporting State/UT Governments to undertake measures required for improved educational governance, enabling learning conditions and effective classroom transaction. Thus the children attendance and learning achievements depend upon the State/UT Governments initiatives. Present SSA interventions offer required opportunity and flexibility to the State and UT Governments to address various challenges listed by esteemed members viz.,

Sl. No	Challenges listed by Sub-Committee members	Reason/ Support extended by MHRD / Action to be taken by the State/UT
1.	Overcrowded classrooms	Civil Works under SSA
2.	Shortage of teachers	Since the inception of SSA, a total of 19.84 lakh teacher posts have been sanctioned against which over 14.80 lakh teacher posts have been filled by the States/UT's up to 30.09.2013.
3.	Un-trained teachers	SSA and Teacher Education Schemes are supporting states/UTs for the training of untrained teachers.
4.	Single Teacher Schools	
5.	Multi-grade situation	
6.	Low paid contractual teachers	SSA
7.	Un-willingness of teachers to serve in far flung areas	Adoption of appropriate HR policy
8.	Need for strengthening monitoring by Educational Administrators and BRC-CRC academic structures	SSA and Teacher Education
9.	Acceptability to shift to a new system	Orientation programmes are supported under SSA
10.	Involvement of teachers in several non-teaching and non-academic activities	RTE Act, 2009 provides for the said provision.
11.	Lack of proper monitoring	Support is provided under SSA
12.	Absence of support to child at home etc	CCE under RTE and SSA
13.	Resource availability affecting the quality adversely.	Funds and technical support is

**Sub-Committee members views on relevance of SSA for CCE -**

1. The Sub-committee members Prof. Nargis Panchpakesan, Prof. Kiran Davendra, Dr. Vinod Raina and Dr. M. Ariz Ahammed from MHRD observed that the problems being faced by the States/UTs viz., overcrowded classrooms, shortage of teachers and multi-grade situation etc are genuine but are being addressed under Sarva Siksha Abhiyan (SSA) programme with very high investments in Civil Works, teacher sanctions, etc and resolve depends upon the leadership of the States given the mission oriented approach of SSA programme.

## **Section III**

### **ANNEXURES**

**SUMMARY RECORD OF DISCUSSION OF THE 59TH MEETING OF  
CENTRAL**

**ADVISORY BOARD OF EDUCATION HELD ON 6TH June, 2012**

The Fifty Ninth Meeting of the Central Advisory Board of Education (CABE) was held on 6th June, 2012 at New Delhi under the Chairmanship of Shri Kapil Sibal, Minister of Human Resource Development. Smt. Krishna Tirath, Union Minister of State (I/C) for Women & Child Development, Dr. Narendra Jadhav, Member (Education), Planning Commission along with 18 Ministers-in-charge of Education from various States/UTs attended the meeting. Smt. Anshu Vaish, Secretary, Department of School Education & Literacy, Shri Ashok Thakur, Secretary, Department of Higher Education and Member Secretary (CABE), Dr. M. K. Bhan, Secretary, Department of Biotechnology, Dr. T. Ramasami, Secretary, Department of Science and Technology, eminent educationists, authors, artists, linguists etc. apart from Heads of different autonomous organizations and senior officials of different departments of the Government of India attended the meeting as its members.

2. The CABE is the highest advisory body to advise the Central and State Governments in the field of education. The previous meeting i.e. 58th meeting of CABE was held on 7th June, 2011. The minutes of the previous meeting were confirmed today along with the Action Taken Note on them.
3. In his opening remarks, Hon'ble HRM indicated that this august body would be charting the course of action in the education sector. While making policy prescriptions, the child's interest is of paramount importance and this should be the foremost consideration for all of us. Education is one sector which greatly impacts the socio economic fabric and the changes that are taking place in the society are such as were never envisaged earlier. The challenge therefore is how to cope with these changes and address the issues of access, inclusion and quality that concern this sector. The multilayered problems require a holistic approach.

Hon'ble HRM highlighted the importance of teacher and teacher education in the society as also the use of ICT in education. He said that we propose to have a National Mission mainly to address the quality related issues. Teacher is no longer the sole repository of knowledge and inputs of information flow from different sources. Therefore, we should have a national mission to address issues relating to teacher education in a holistic manner. Referring to the higher education sector, HRM mentioned that a major challenge before us is to increase our GER which is less than the global average. To achieve higher GER, we need to explore newer ways of access as the existing conventional models would not be adequate and concept of Meta University needs to be considered. He also proposed to set up a Credit Guarantee Fund to facilitate larger numbers of students to gain access to higher education. HRM also highlighted the use of ICT in education and appreciated the work done by the CABE Committee on ICT in School Education which has submitted its report. Hon'ble HRM also thanked the outgoing members of the previous CABE Committee for their valuable contributions and stated that he looks forward to this august body in furthering the course of action to give every child the opportunity for a quality education.

4. Union Minister of State (Independent Charge) for Women & Child Development Smt. Krishna Tirath in her speech thanked the Hon'ble HRM for his endeavour in educational development of the country particularly of the girl child. She highlighted various issues related to education of girls and women, both at school and higher education levels.
5. Dr. Narendra Jadhav, Member (Education), Planning Commission expressed delight in participating in this august forum and mentioned that Education and skill development have been identified as a priority area in the Approach Paper to the XII Five Year Plan. Highlighting the broad contours of the XII Plan as far as the education sector is concerned, he said that we need to align education to the growing aspirations of a large youth population as well as with the economy and labour market. The three Es of Expansion, Equity and Excellence in both school and higher education call for a holistic approach.

6. After deliberations on all the agenda items, the CABE resolved as under:-

- (i)** *CABE decided to constitute a Committee for assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the RTE Act. While there was agreement that Board Examinations are not required, guidelines for implementation of CCE need to be evolved for examining and testing the child during the elementary education cycle. The CABE Committee would be chaired by Smt. Geeta Bhukkal, Hon'ble Minister of Education, Haryana which will include other State Education Ministers with representation from academics and civil society. The Committee will submit its report in 3 months after consulting State Governments and other stakeholders.*
- (ii)** CABE appreciated the initiative to launch the National Mission on Teachers and Teaching. It was decided to constitute a CABE Committee for developing the framework and processes of the National Mission on Teachers and Teaching. The CABE Committee would be headed by Dr. D. Purandeswari, Hon'ble Minister of State for HRD. The Committee will include other State Education Ministers with representation from academics and society. The Committee will give special focus on Teacher Educators and developing teachers for inclusive education for children with special needs.
- (iii)** The report of CABE Committee on ICT in School Education and the draft National Policy on ICT were unanimously adopted. Suggestions were made on making available digital version of test books on Akaash Tablet for use by both teachers and students in schools, focus on capacity building of teacher educators and need for States to review their current ICT Policy and strategies in light of the provisions of the National Policy.
- (iv)** The proposed concept of Meta University as a collaborative platform for a network of universities with a view to utilise create and synergise between different programme activities

and institutions providing credit based multi disciplinary courses was appreciated by members. It was felt that the States universities and other state institutions could take similar innovative measures to bring a paradigm shift in higher education.

- (v) Members endorsed the initiative to create a Credit Guarantee Fund to ensure better flow of credit to deserving students.

No.F.20-6/2012-EE.17

Government of India

Ministry of Human Resource Development  
(Department of School Education & Literacy)

---

Shastri Bhavan, New Delhi-1,

Dated the 5<sup>th</sup> July, 2012.

**ORDER**

**Subject:- Central Advisory Board of Education (CABE) - constitution of Sub-Committee of CABE for assessment and implementation of CCE in the context of the no detention provision in the RTE Act.**

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In pursuance of a resolution adopted in the 59<sup>th</sup> Meeting of the Central Advisory Board of Education (CABE) held on the 6<sup>th</sup> of June, 2012 under the Chairmanship of Hon'ble Minister of Human Resource Development, it has been decided with the approval of the competent authority to constitute a Sub Committee of CABE under the Chairpersonship of Smt. Geeta Bhukkal, Hon'ble Minister of Education, Haryana for assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009. The composition of the subcommittee shall be as under:

Sub Committee of CABE for assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009.

**I. Chairperson:**

Smt. Geeta Bhukkal, Hon'ble Minister of Education, Government of Haryana

**II. Members:**

- (i) Shri Prashant Kumar Sahi, Minister of Human Resource Development, Government of Bihar
- (ii) Dr. Himanta Biswa Sarma, Education Minister, Government of Assam
- (iii) Thiru N. R. Sivapathy, Minister for School Education and Sports & Youth Welfare, Government Tamil Nadu

- (iv) Shri Brijmohan Agrawal, Minister for School Education, Chhattisgarh
- (v) Prof. Nargis Panchapakesan, Retd. Professor, Delhi University
- (vi) Dr. Kiran Devendra, Head, Department of Elementary Education, National Council of Educational Research and Training (NCERT), New Delhi
- (vii) Dr. Vinod Raina, Educationist
- (viii) Shri Arun Kapur, Director, Vasant Valley Foundation
- (ix) Director, State Council of Educational Research and Training (SCERT), Uttar Pradesh
- (x) Director, State Council of Educational Research and Training (SCERT), Andhra Pradesh

**III. Member Secretary -**

Shri P.K. Tiwari, Director (EE.2), Ministry of Human Resource Development (Department of School Education & Literacy).

3) The Sub-committee shall hold consultations with the State Governments and other stakeholders and shall submit its report to the Government in 3 months' time from the date of its constitution.

4) The Technical Support Group (TSG) of Sarva Shiksha Abhiyan, Ed.CIL (India) Ltd., New Delhi shall provide logistic as well as financial support to the Sub Committee.

**(VRINDA SARUP)**  
**Additional Secretary**

- 1) The Chairperson of the Sub Committee
- 2) All the members of the Sub Committee

Copy to:

- 1) PS to Hon'ble Minister of Human Resource Development
- 2) PS to Minister of State in the Ministry of Human Resource Development
- 3) PS to Minister of State in the Ministry of Human Resource Development
- 4) PS to Secretary, Department of School Education & Literacy
- 5) PPS to Additional Secretary (EE.2).

- 6) The Director, National Council of Educational Research and Training,  
Sri Aurobindo Marg, New Delhi – 110 016.
- 7) The Project manager, TSG-SSA, Ed.CIL (I) Ltd. , New Delhi.
- 8) Chief Consultant, Pedagogy Unit, TSG, Ed. CIL(I) Ltd.

**(VRINDA SARUP)**  
**Additional Secretary**

**Analysis of feedback received from 13 States based on Format-I**

An analysis of the feedbacks received from 13 States/UTs i.e., Andaman & Nicobar, Goa, Haryana, Kerala, Rajasthan, Sikkim, Andhra Pradesh, Chhattisgarh, Madhya Pradesh, Meghalaya, Odisha, Uttar Pradesh, and Uttarakhand are detailed in the write up below. Tripura provided feedback only through an official communication. This ensuing analysis is on the basis of feedbacks received from States Officials, Teachers, Parents and Individuals/NGOs.

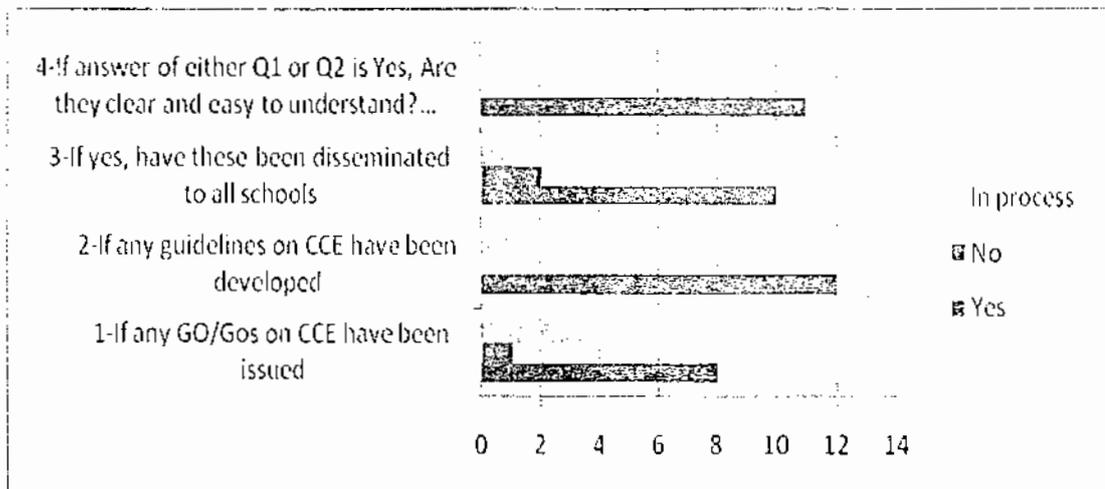
All of the following state not necessarily responded to all questions –

Sl. No.	Name of State	No. of State responded in State Category	Teacher	Parent	Individual / NGO
1.	Andaman & Nicobar	Yes	Yes	Yes	Yes
2.	Goa	Yes	No	No	No
3.	Haryana	Yes	No	No	No
4.	Kerala	Yes	Yes	Yes	Yes
5.	Rajasthan	Yes	Yes	No	No
6.	Sikkim	Yes	Yes	No	No
7.	Andhra Pradesh	Yes	No	No	No
8.	Chhattisgarh	Yes	No	No	No
9.	Madhya Pradesh	Yes	No	No	No
10.	Meghalaya	Yes	Yes	Yes	Yes
11.	Odisha	Yes	No	No	No
12.	Uttar Pradesh	Yes	No	No	No
13.	Uttarakhand	Yes	Yes	Yes	No

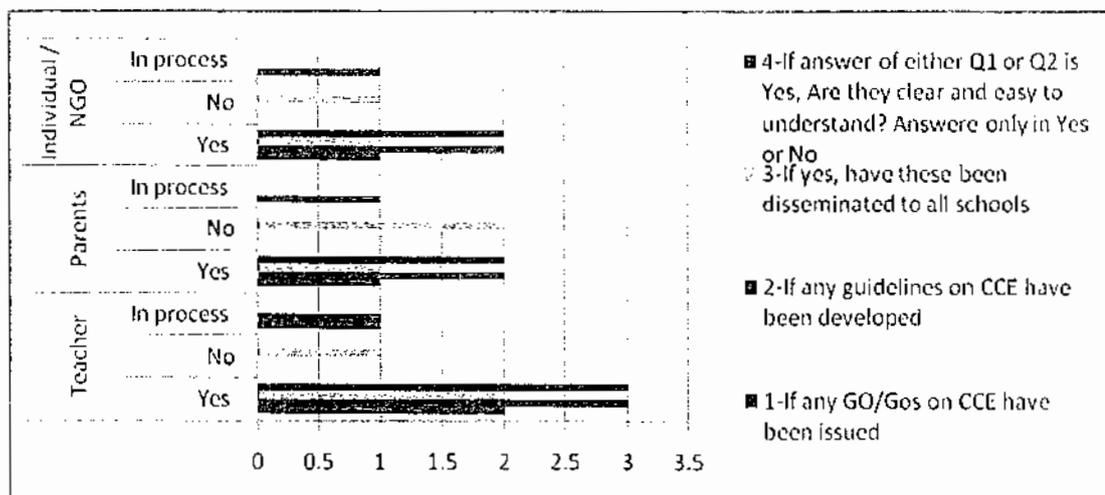
**Responses from state officials -**

A review of the response received from the State Officials shows a clear understanding on their part about the overall processes and preparedness for the implementation of CCE in the States/UTs covered. Majority of the State Officials (as can be inferred from Fig 1A & 1B) have completed the formalities such as issuing of Go/GOs, development of guidelines and its dissemination to all schools. On the other hand the Teachers, Parents and Individuals/NGOs are not much aware of the exact status of the implementation of CCE in their respective States.

**Fig 1A: Status of CCE implementation- State Officials –**



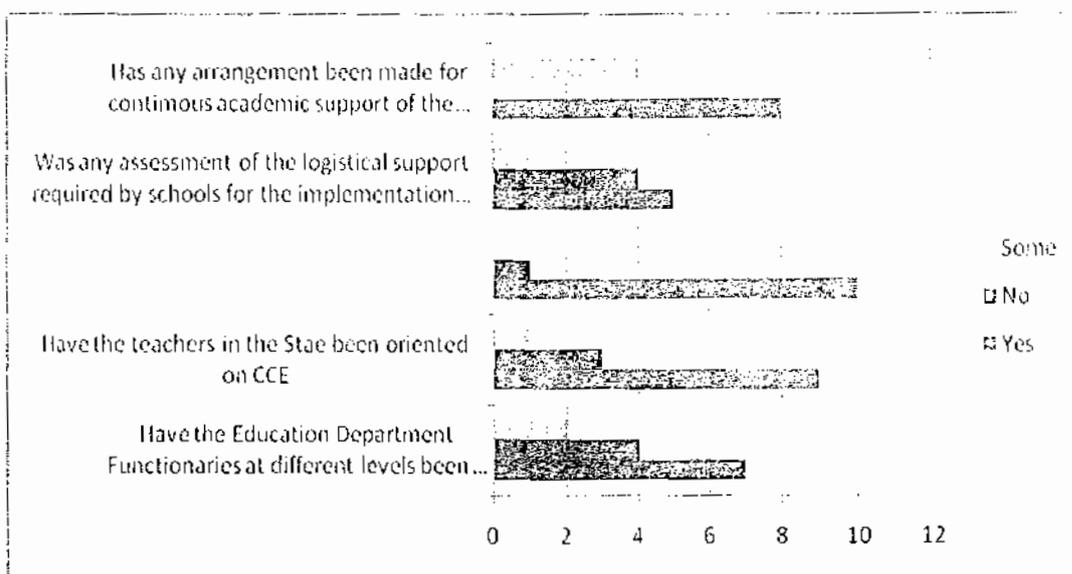
**Fig 1B: Status of CCE implementation- Teachers, Parents & Individuals/NGOs –**



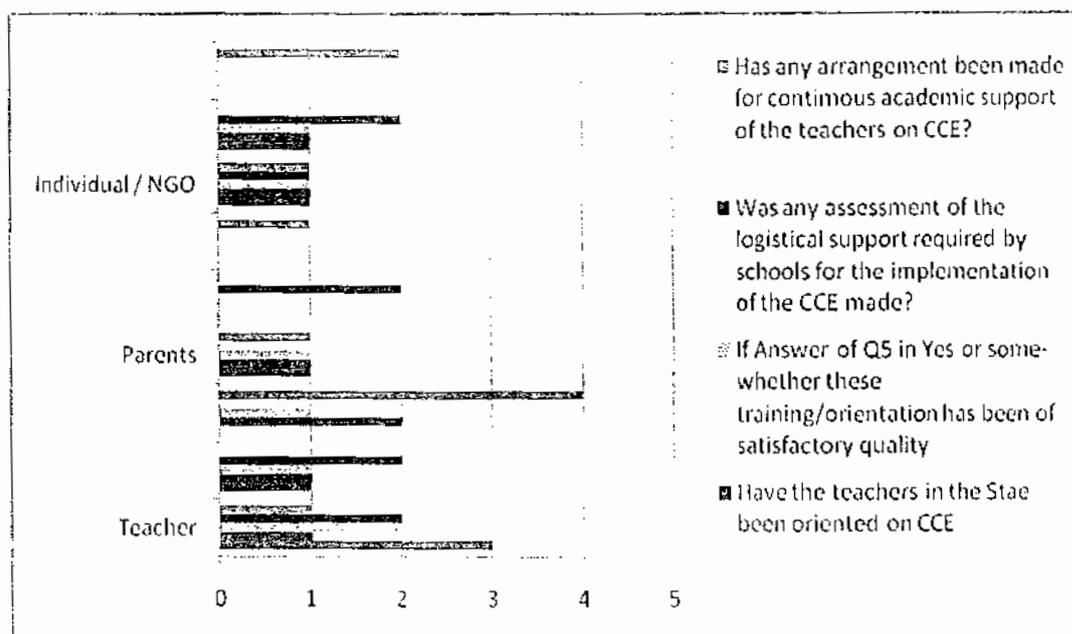
In terms of preparedness for CCE, the state officials are confident that the necessary academic support and orientations have already been

provided for the effective implementation of CCE. However, in the case of providing adequate logistic support some states are still lagging behind as can be inferred from Fig 2. Teachers on the whole were found to be less aware of the guidelines provided and the limited orientations provided in some of the States covered were not very satisfactory. Similarly, the Parents and NGOs though aware of the guidelines provided by the States/UTs were not overly satisfied with the kind of academic support, orientations and logistic support provided. (Refer Fig 3A & 3B).

**Fig 2A: Preparedness for CCE- State Officials -**

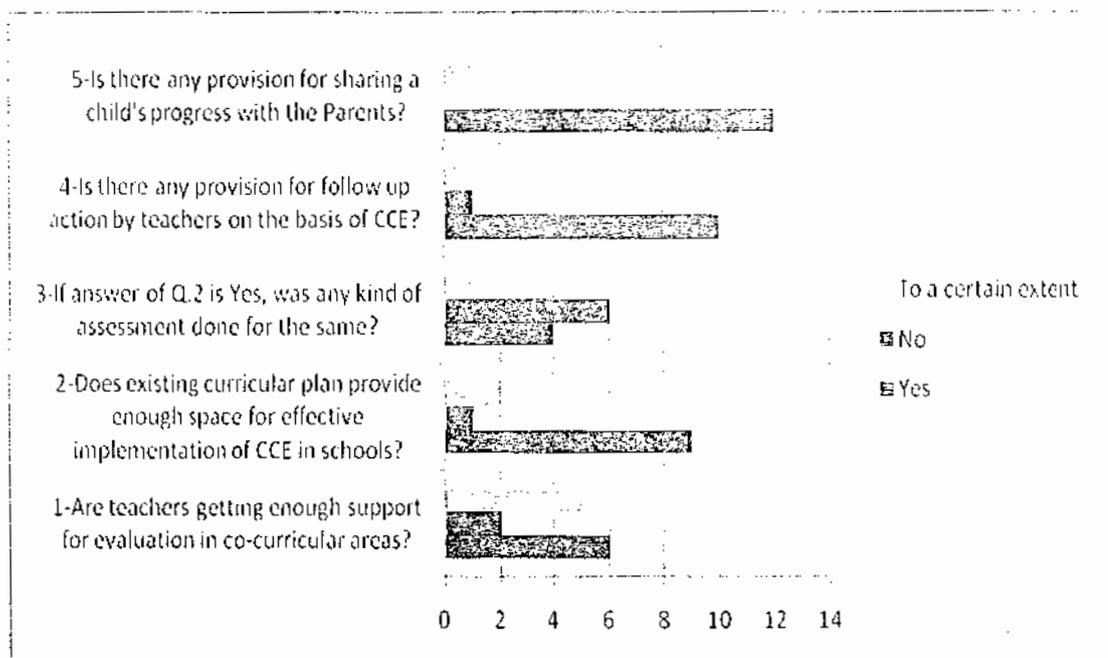


**Fig 2B: Preparedness for CCE- Teachers, Parents & Individuals/NGOs**

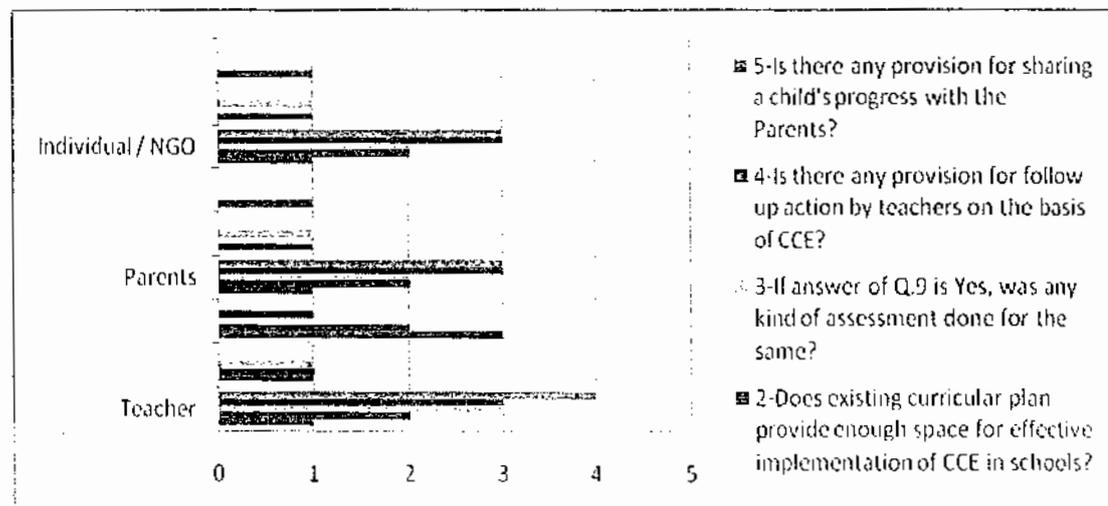


According to the State Officials, the relationship of CCE was quite good with other Pedagogical Interventions such as evaluation of co-curricular areas, space in existing curricular plan for implementation of CCE, sharing of child's progress with parents and subsequent follow up actions. Here again, parents, teachers and individual NGOs are also in agreement as can be inferred from the data derived. In majority of the States covered it was however found that no assessment was done to assess to what extent the existing curricular plan provided space for effective implementation of CCE in respective States/UTs. (Refer Fig. 3A & 3B).

**Fig 3A: Relationship of CCE with other Pedagogical Interventions- State Officials -**

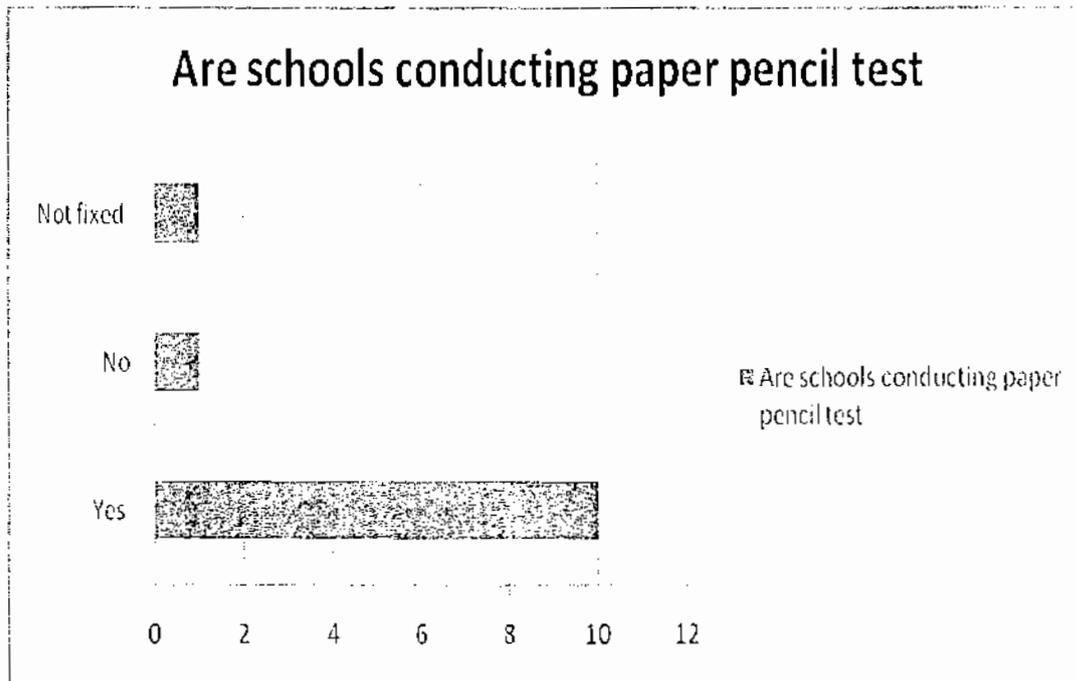


**Fig 3B: Relationship of CCE with other Pedagogical Interventions- Teachers, Parents & Individuals/NGOs -**



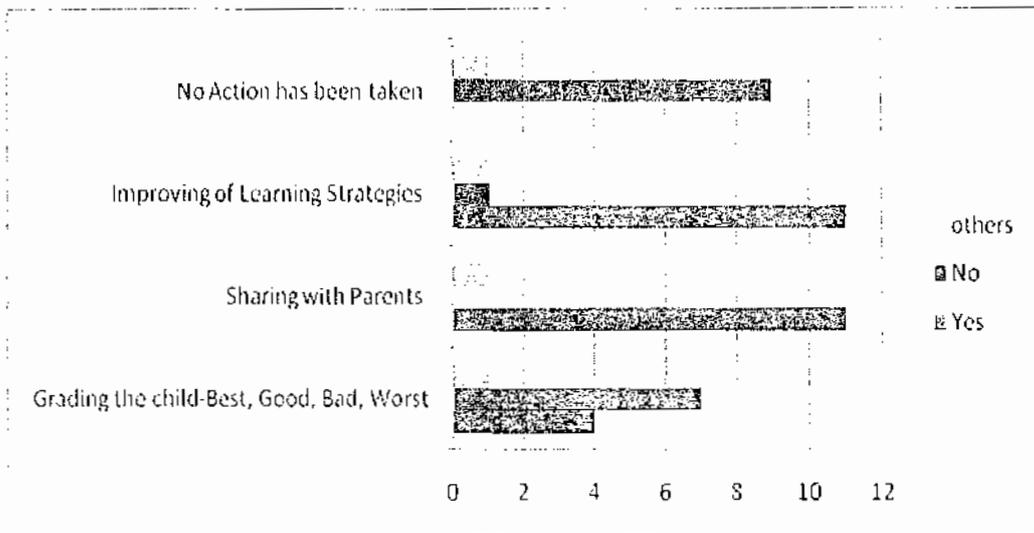
Under understanding of CCE, majority of the States i.e., 66.7% covered were found to be conducting paper and pencil test in the schools and the system adopted for periodic testing in all States/UTs is descriptive. The State Officials, Teachers, Parents and Individuals all had a similar opinion as can be inferred from Fig 4.

**Fig 4: Paper & Pencil test and CCE -**

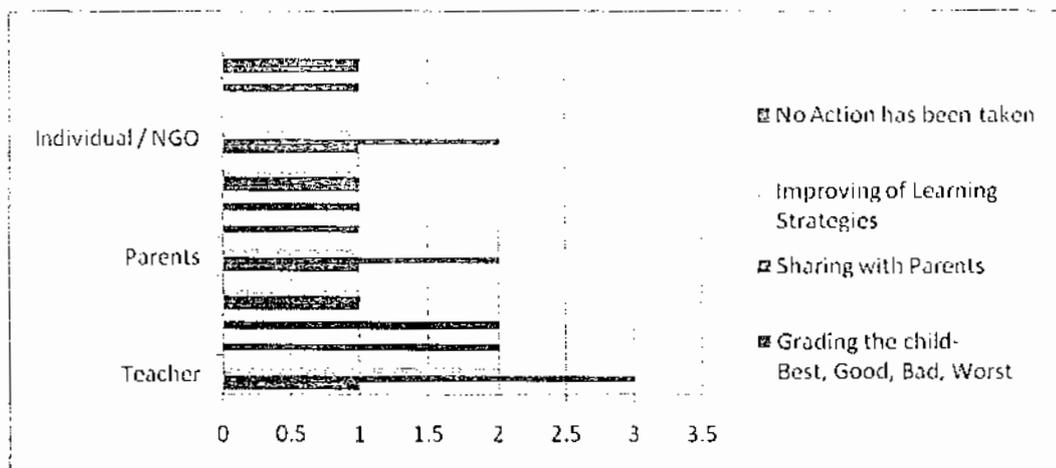


Majority of the State Officials i.e., 91.7% were of the opinion that teachers are expected to utilize the result of the test for improving the learning strategies of students and also for sharing with the parents. A majority of the teachers, parents and Individuals/NGOs covered were also of a similar opinion. A very small percentage of respondents were of the view that teachers actually utilize the results for grading the child in terms of Best, Good, Bad and Worst. (Refer Fig. 5A & 5B).

**Fig 5A: How are teachers expected to utilize the result of the test- State Officials -**



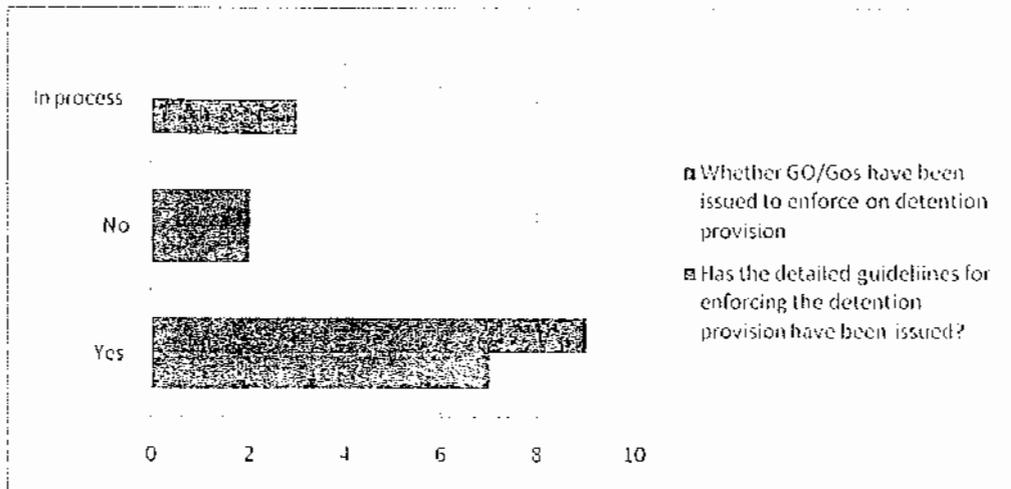
**Fig 5B: How are teachers expected to utilize the result of the test- Teachers, Parents & Individuals/NGOs -**



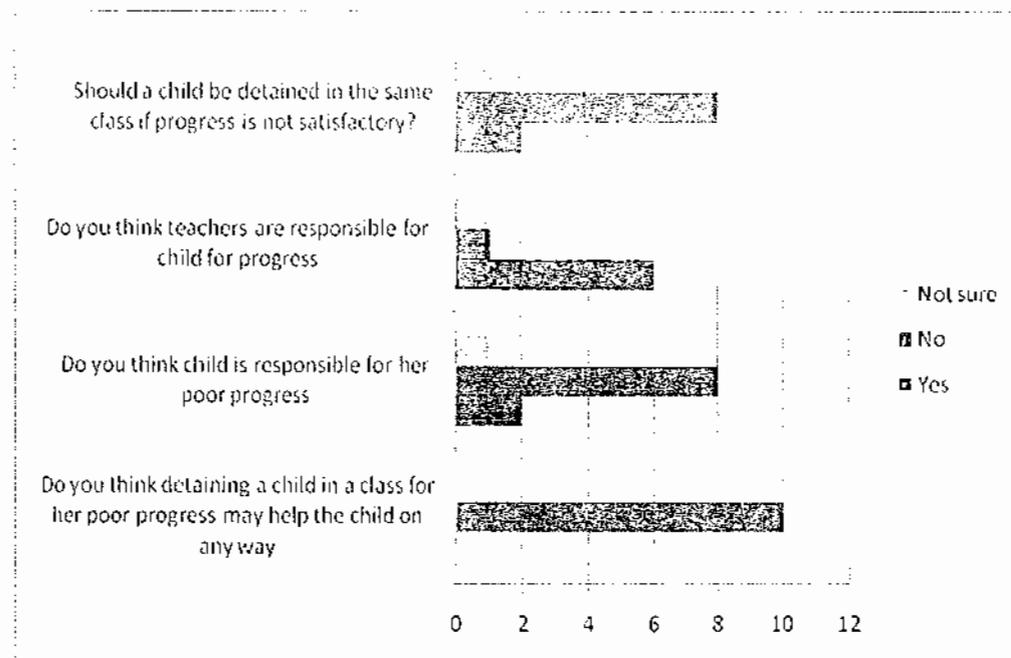
**No Detention -**

Under 'No Detention' it can be inferred from the responses derived that 70 to 90% of the States covered have already issues GO/GOs and the detailed guidelines for enforcing No Detention. While majority of the State Officials were of the opinion that the teachers are responsible for the progress of a child in class and to a lesser extent the student themselves, teachers were found to be of the opinion that the child itself is responsible for its progress. Parents and Individuals/NGOs were of the opinion that both the child and the teachers are equally responsible for the progress of a child in class. (Refer Fig. 6 & 7A/7B)

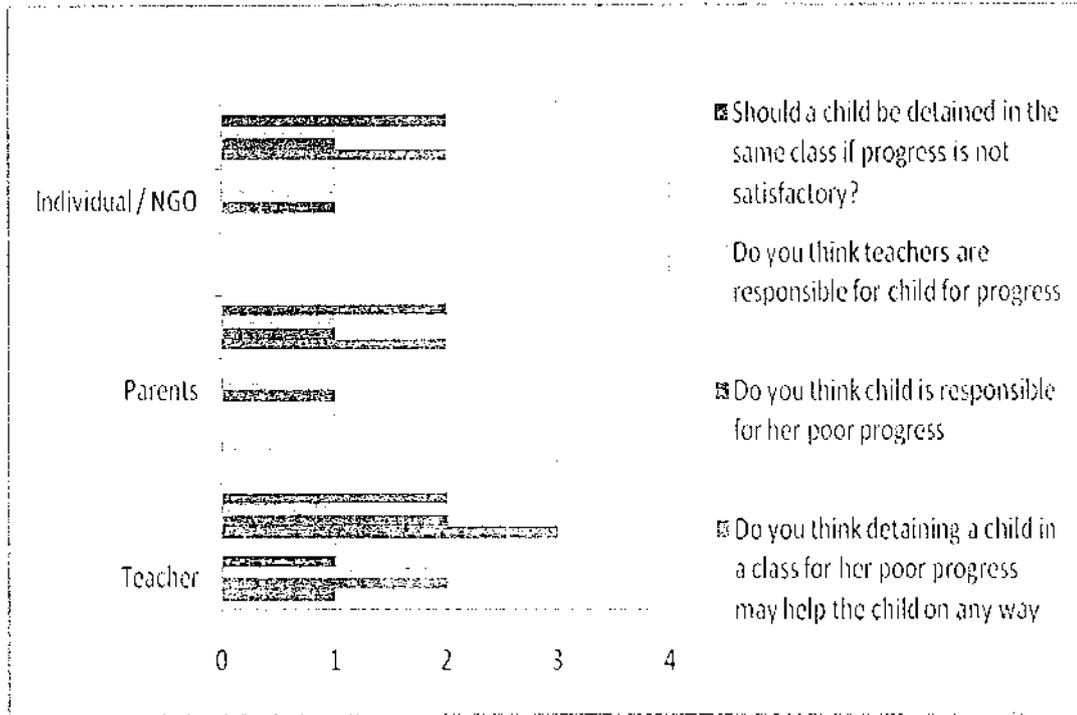
**Fig 6: No Detention -**



**Fig 7A: Opinion on No Detention- State Officials -**



**Fig 7B: Opinion on No Detention- Teachers, Parents & Individuals/NGOs –**



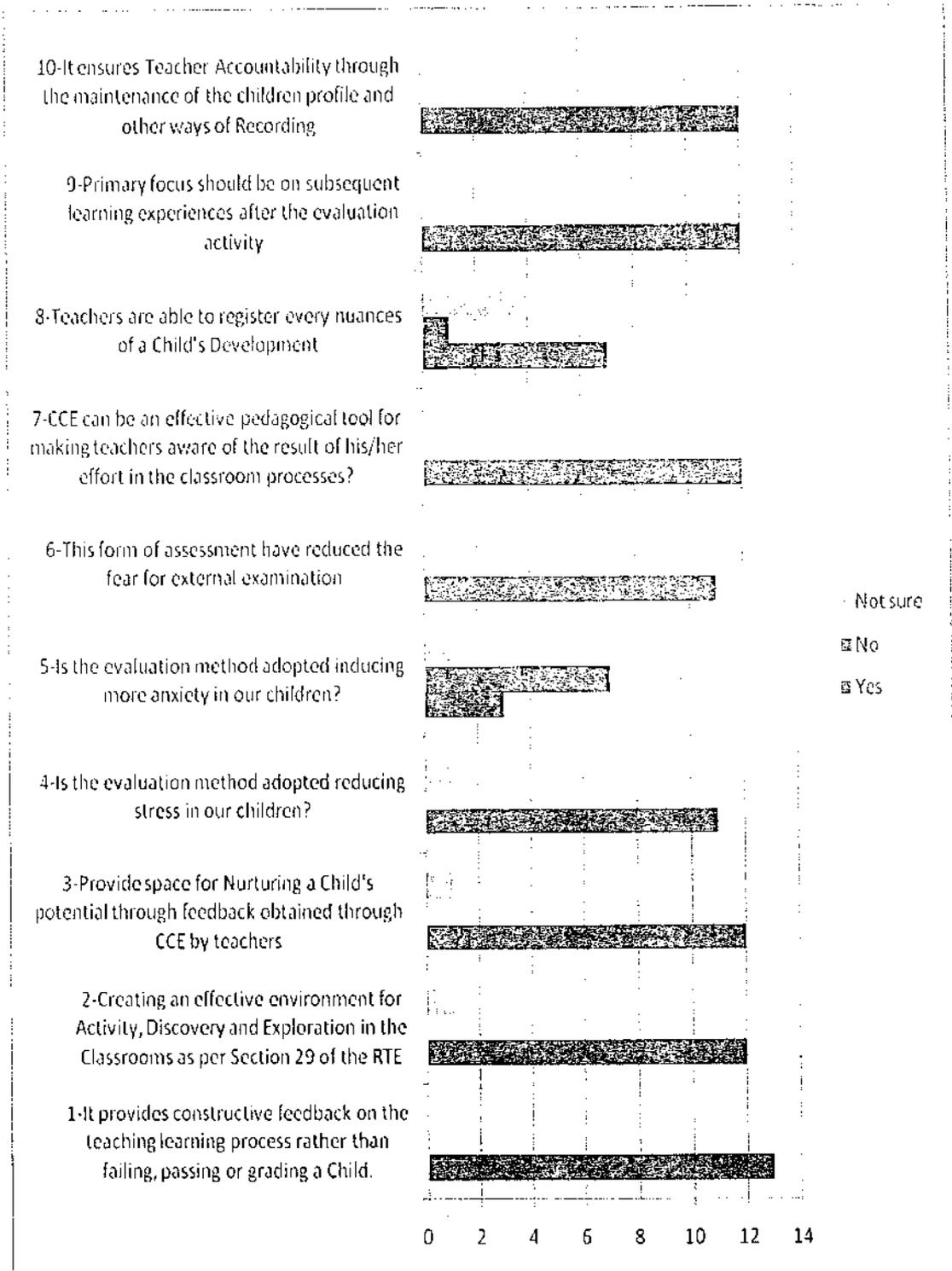
## **Continuous and Comprehensive Evaluation (CCE) –**

Regarding CCE, all the respondents (including State Officials, Teachers, Parents and Individuals/NGOs) were in agreement that CCE provided the following ( Refer Fig 8A and 8B): -

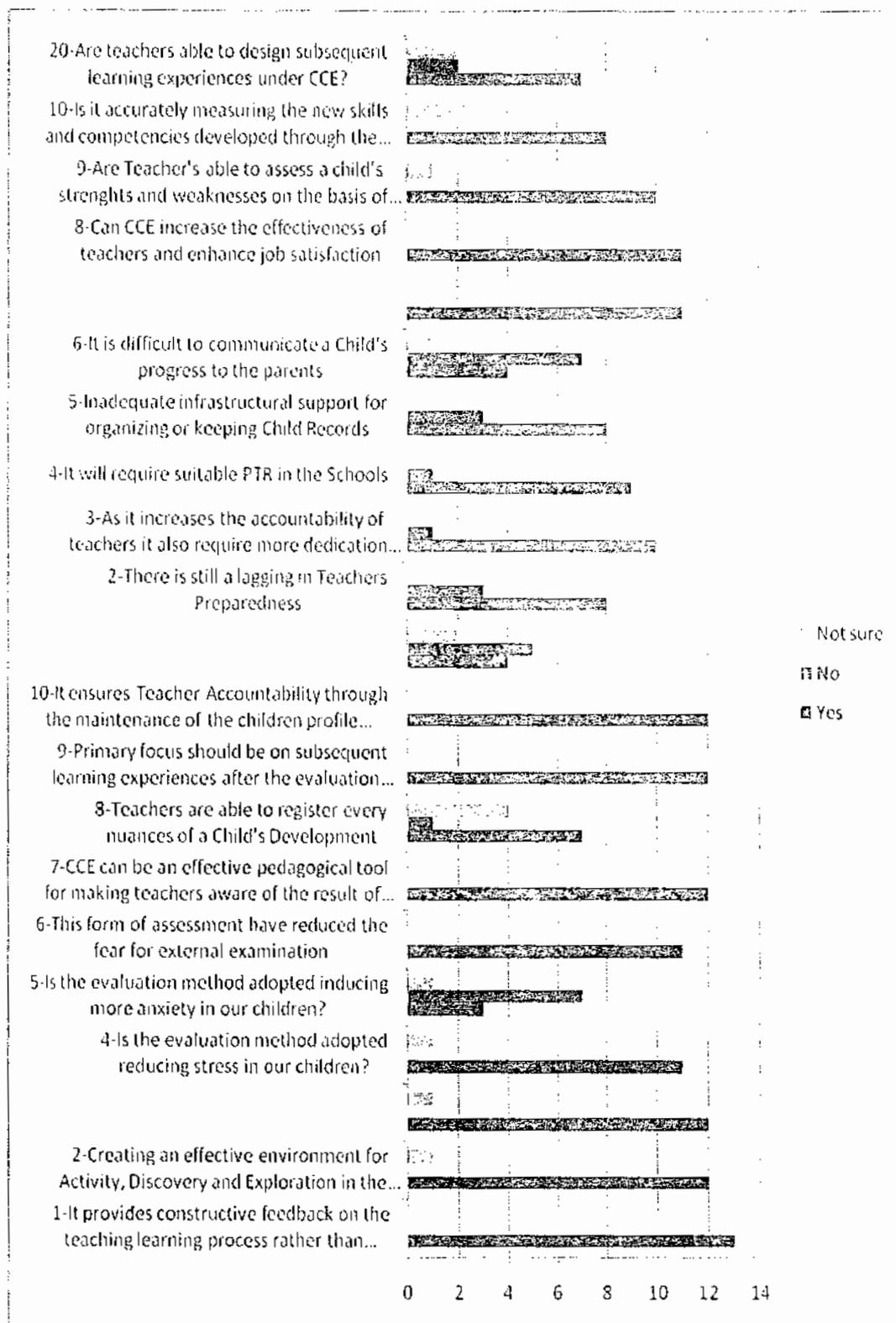
- Constructive feedback on the teaching learning processes.
- Created an effective environment for Activity, Discovery and Exploration.
- Space for nurturing a child's potentials.
- Reducing stress in our children.
- Reducing the fear for external examination.
- Effective Pedagogical tool for making teachers aware of the results of his/her effort in the classrooms.
- Register every nuances of a child's development.
- Ensures Teacher's accountability through maintenance of Child Profile.
- Communicate a child's progress to parents.
- Make children free from any kind of fear and the burden of learning.
- Increase effectiveness of Teachers and enhance job satisfaction.
- Enable Teachers to assess a child's strengths and weaknesses.
- Accurately measure the new skills and competencies developed through the Activity based approach.
- Design subsequent learning experiences.

In addition, some problematic areas identified were found to be: academic ambiguity about CCE which would require a lot of Pedagogical clarity; lagging in teacher preparedness; Requirement of suitable PTR in Schools; and Inadequate infrastructural support for keeping child records.

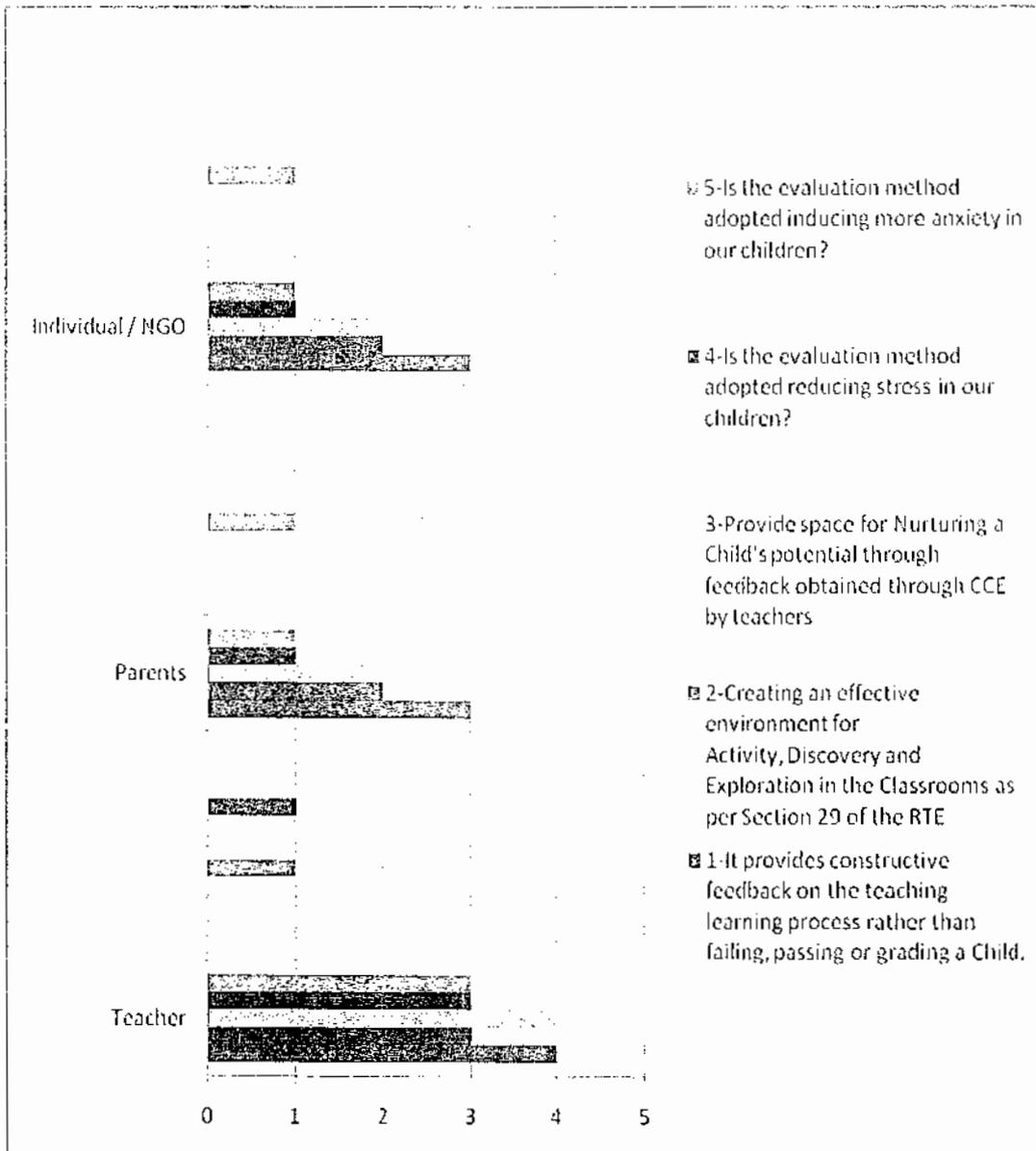
**Fig 8A: Opinion on CCE- State Officials –**



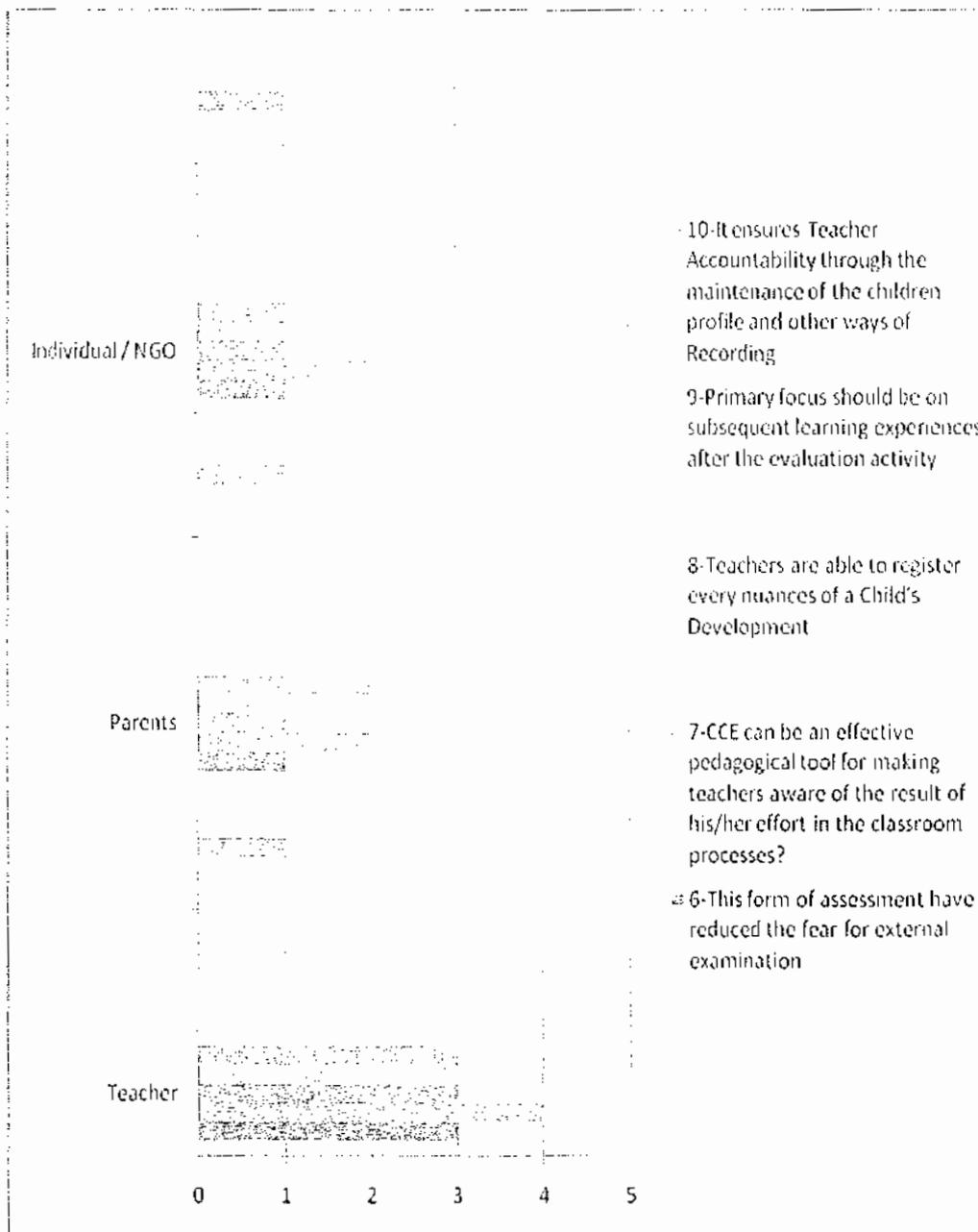
**Fig 8A: Opinion on CCE- State Officials (Contd.) -**



**Fig 8B: Opinion on No Detention - Teachers, Parents & Individuals/NGOs -**



**Fig 8B: Opinion on No Detention - Teachers, Parents & Individuals/NGOs  
(Contd.) -**



Chapter-4C

Sr. No.	Question	State			Teacher		
		Yes	No	In process	Yes	No	In process
1	If any GO/Gos on CCE have been issued	8	1	4	2	0	1
2	If any guidelines on CCE have been developed	12	0	1	3	0	1
3	If yes, have these been disseminated to all schools	10	2	1	2	1	0
3a	If answer of either Q1 or Q2 is Yes, Are they clear and easy to understand? Answer only in Yes or No	11	0	0	3	0	0
	<b>Preparedness for CCE</b>	<b>Yes</b>	<b>No</b>	<b>Som e</b>	<b>Yes</b>	<b>No</b>	<b>Som e</b>
4	Have the Education Department Functionaries at different levels been oriented to the guidelines on CCE?	7	4	2	3	1	0
5	Have the teachers in the State been oriented on CCE	9	3	1	1	1	2
5a	If Answer of Q5 in Yes or some-whether these training/orientation has been of satisfactory quality	10	1	0	2	1	1
6	Was any assessment of the logistical support required by schools for the implementation of the CCE made?	5	4	1	2	2	0
7	Has any arrangement been made for continuous academic support of the teachers on CCE?	8	0	4	1	0	4

Sr	Question	State			Teacher		
		Yes	No	To a certain extent	Yes	No	To a certain extent
8	Are teachers getting enough support for evaluation in co-curricular areas?	6	2	5	1	1	3
9	Does existing curricular plan provide enough space for effective implementation of CCE in schools?	9	1	2	2	1	2
10	If answer of Q.9 is Yes, was any kind of assessment done for the same?	4	6	1	3	1	0
11	Is there any provision for follow up action by teachers on the basis of CCE?	10	1	1	3	0	1
12	Is there any provision for sharing a child's progress with the Parents?	12	0	1	4	0	0
		<b>Yes</b>	<b>No</b>	<b>In process</b>	<b>Yes</b>	<b>No</b>	<b>In process</b>
13	Has the detailed guidelines for enforcing the detention provision have been issued?	7	2	3	2	1	1
14	Whether GO/Gos have been issued to enforce on detention provision	9	2	0	3	1	0
	<b>Understanding of CCE</b>	<b>Yes</b>	<b>No</b>	<b>Not fixed</b>	<b>Yes</b>	<b>No</b>	<b>Not fixed</b>
15	Are schools conducting paper pencil test	10	1	1	3	1	0

Sr. No.	Question	State			Teacher		
16	If answer of Q.15 is Yes what is the system of periodic tests (numbers and frequency for e.g.4 test on quarterly basis	Descriptive	Descriptive	Descriptive	Descriptive	Descriptive	Descriptive
17	<b>How are teachers expected to utilized the result of the test</b>	<b>Yes</b>	<b>No</b>	<b>others</b>	<b>Yes</b>	<b>No</b>	<b>others</b>
a	Grading the child-Best, Good, Bad, Worst	4	7	1	1	2	1
b	Sharing with Parents	11	0	1	3	0	1
c	Improving of Learning Strategies	11	1	1	2	0	1
d	No Action has been taken	0	9	1	0	2	0
18	<b>Tick under Yes, no or others depending on whether you agree with the statement</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>
a.	It provides constructive feedback on the teaching learning process rather than failing, passing or grading a Child.	13	0	0	4	0	0
b	Creating an effective environment for Activity, Discovery and Exploration in the Classrooms as per Section 29 of the RTE	12	0	1	3	0	1
c	Provide space for Nurturing a Child's potential through feedback obtained through CCE by teachers	12	0	1	4	0	0
d	Is the evaluation method adopted reducing stress in our children?	11	0	1	3	0	0
e	Is the evaluation method adopted inducing more anxiety in our children?	3	7	1	3	1	0

Sr.	Question	State			Teacher		
f	This form of assessment have reduced the fear for external examination	11	0	0	3	0	0
g	CCE can be an effective pedagogical tool for making teachers aware of the result of his/her effort in the classroom processes?	12	0	0	4	0	0
h	Teachers are able to register every nuances of a Child's Development	7	1	4	3	0	1
i	Primary focus should be on subsequent learning experiences after the evaluation activity	12	0	0	3	0	0
j	It ensures Teacher Accountability through the maintenance of the children profile and other ways of Recording	12	0	0	3	0	0
k	There is still an academic ambiguity which will require a lot of pedagogical clarity about the actual notion of CCE	4	5	2	3	0	0
l	There is still a lagging in Teachers Preparedness	8	3	0	3	0	0
m	As it increases the accountability of teachers it also require more dedication from teachers and increase in work load	10	1	0	3	0	0
n	It will require suitable PTR in the Schools	9	1	0	2	1	0
o	Inadequate infrastructural support for organizing or keeping Child Records	8	3	0	2	1	0
p	It is difficult to communicate a Child's	4	7	1	0	3	1

Sr. No.	Question	State			Teacher		
		Yes	No	Not sure	Yes	No	Not sure
	progress to the parents						
q	It makes children free from any kind of fear - so she/he does not feel the burden of learning	11	0	0	3	0	0
r	Can CCE increase the effectiveness of teachers and enhance job satisfaction	11	0	0	3	0	0
s	Are Teacher's able to assess a child's strenghts and weaknesses on the basis of CCE?	10	0	1	3	0	0
t	Is it accurately measuring the new skills and competencies developed through the activity based approach?	8	0	3	3	0	0
u	Are teachers able to design subsequent learning experiences under CCE?	7	2	2	2	1	0
	<b>Opinion about - No detention</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>
19	Do you think detaining a child in a class for her poor progress may help the child on any way	0	10	0	1	3	0
20	Do you think child is responsible for her poor progress	2	8	1	2	2	0
21	Do you think teachers are responsible for child for progress	6	1	2	2	1	1
22	Should a child be detained in the same class if progress is not satisfactory?	2	8	2	1	2	0

Sr. No.	Question	Parents			Individual / NGO		
		Yes	No	In process	Yes	No	In process
	<b>Regarding Status of CCE</b>						
1	If any GO/Gos on CCE have been issued	1	0	1	1	0	1
2	If any guidelines on CCE have been developed	2	0	0	2	0	0
3	If yes, have these been disseminated to all schools	1	2	0	1	1	0
3a	If answer of either Q1 or Q2 is Yes, Are they clear and easy to understand? Answer only in Yes or No	2	0	0	2	0	0
	<b>Preparedness for CCE</b>	<b>Yes</b>	<b>No</b>	<b>Some</b>	<b>Yes</b>	<b>No</b>	<b>Some</b>
4	Have the Education Department Functionaries at different levels been oriented to the guidelines on CCE?	1	0	0	1	1	0
5	Have the teachers in the State been oriented on CCE	1	0	0	1	1	0
5a	If Answer of Q5 in Yes or some-whether these training/orientation has been of satisfactory quality	1	0	0	1	1	0
6	Was any assessment of the logistical support required by schools for the implementation of the CCE made?	0	2	0	1	2	0
7	Has any arrangement been made for continuous academic support of the teachers on CCE?	1	0	1	1	0	2

Sr. No.	Question	Parents			Individual / NGO		
		Yes	No	To a certain extent	Yes	No	To a certain extent
8	Are teachers getting enough support for evaluation in co-curricular areas?	1	1	1	1	1	1
9	Does existing curricular plan provide enough space for effective implementation of CCE in schools?	2	0	0	2	0	0
10	If answer of Q.9 is Yes, was any kind of assessment done for the same?	2	1	0	2	1	0
11	Is there any provision for follow up action by teachers on the basis of CCE?	3	0	0	3	0	0
12	Is there any provision for sharing a child's progress with the Parents?	3	0	0	3	0	0
		Yes	No	In process	Yes	No	In process
13	Has the detailed guidelines for enforcing the detention provision have been issued?	2	0	1	1	0	1
14	Whether GO/Gos have been issued to enforce on detention provision	2	0	0	2	0	0
	<b>Understanding of CCE</b>	Yes	No	Not	Yes	No	Not

Sl. No.	Question	Parents			Individual / NGO		
				fixed			fixed
15	Are schools conducting paper pencil test	1	1	0	1	1	0
16	If answer of Q.15 is Yes what is the system of periodic tests (numbers and frequency for e.g.4 test on quarterly basis	Descriptive	Descriptive	Descriptive	Descriptive	Descriptive	Descriptive
17	<b>How are teachers expected to utilized the result of the test</b>	<b>Yes</b>	<b>No</b>	<b>others</b>	<b>Yes</b>	<b>No</b>	<b>others</b>
a	Grading the child-Best, Good, Bad, Worst	1	1	1	1	0	1
b	Sharing with Parents	2	0	1	2	0	1
c	Improving of Learning Strategies	1	0	1	1	0	1
d	No Action has been taken	0	1	0	0	1	0
18	<b>Tick under Yes, no or others depending on whether you agree with the statement</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>
a.	It provides constructive feedback on the teaching learning process rather than failing, passing or grading a Child.	3	0	0	3	0	0
b	Creating an effective environment for Activity, Discovery and Exploration in the Classrooms as per Section 29 of the RTE	2	0	0	2	0	0
c	Provide space for Nurturing a Child's potential through feedback obtained through CCE by	2	0	0	2	0	0

Sr. No.	Question	Parents			Individual /NGO		
	teachers						
d	Is the evaluation method adopted reducing stress in our children?	1	0	0	1	0	0
e	Is the evaluation method adopted inducing more anxiety in our children?	1	1	0	1	1	0
f	This form of assessment have reduced the fear for external examination	1	0	0	1	0	0
g	CCE can be an effective pedagogical tool for making teachers aware of the result of his/her effort in the classroom processes?	2	0	0	2	0	0
h	Teachers are able to register every nuances of a Child's Development	1	0	1	1	0	1
i	Primary focus should be on subsequent learning experiences after the evaluation activity	1	0	0	1	0	0
j	It ensures Teacher Accountability through the maintenance of the children profile and other ways of Recording	2	0	0	1	0	0
k	There is still an academic ambiguity which will require a lot of pedagogical clarity about the actual notion of CCE	1	0	0	1	0	0
l	There is still a lagging in Teachers Preparedness	1	0	0	1	0	0

Sr. No.	Question	Parents			Individual / NGO		
		Yes	No	Not sure	Yes	No	Not sure
m	As it increases the accountability of teachers it also require more dedication from teachers and increase in work load	1	0	0	1	0	0
n	It will require suitable PTR in the Schools	1	0	0	1	0	0
o	Inadequate infrastructural support for organizing or keeping Child Records	1	0	0	1	0	0
p	It is difficult to communicate a Child's progress to the parents	0	1	1	0	1	1
q	It makes children free from any kind of fear - so she/he does not feel the burden of learning	1	0	0	1	0	0
r	Can CCE increase the effectiveness of teachers and enhance job satisfaction	1	0	0	1	0	0
s	Are Teacher's able to assess a child's strenghts and weaknesses on the basis of CCE?	1	0	0	1	0	0
t	Is it accurately measuring the new skills and competencies developed through the activity based approach?	1	0	0	1	0	0
u	Are teachers able to design subsequent learning experiences under CCE?	1	0	0	1	0	0
	<b>Opinion about - No detention</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>

Sr No.	Question	Parents			Individual/NGO		
19	Do you think detaining a child in a class for her poor progress may help the child on any way	0	2	0	0	2	0
20	Do you think child is responsible for her poor progress	1	1	0	1	1	0
21	Do you think teachers are responsible for child for progress	1	1	0	1	1	0
22	Should a child be detained in the same class if progress is not satisfactory?	0	2	0	0	2	0

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**Analysis is broadly developed around following questions  
on Format-II**

The 13 states<sup>1</sup> provided responses as per the prescribed questionnaires comprising responses received from 330 Parents, 387 Teachers and 126 Administration/Faculty Members. 12 more states submitted reports but not in prescribed format. Assam, Delhi and Manipur submitted summary details.

Sl. No.	State/UTs	Number of Responses		
		Parents	Teacher	Admin/Faculty
1.	Andhra Pradesh	3	0	0
2.	Arunachal Pradesh	1	1	2
3.	Chandigarh	48	41	15
4.	Chhattisgarh	6	4	5
5.	Madhya Pradesh	40	68	9
6.	Meghalaya	69	109	14
7.	Orissa	2	1	1
8.	Punjab	1	1	1
9.	Sikkim	1	1	1
10.	Uttar Pradesh	0	0	1
11.	Uttarakhand	6	5	27
12.	Mizoram	130	105	39
13.	Puducherry	23	51	11
<b>Total</b>		<b>330</b>	<b>387</b>	<b>126</b>

<sup>1</sup>These 13 states are – Andhra Pradesh, Arunachal Pradesh, Chandigarh, Chhattisgarh, Madhya Pradesh, Meghalaya, Orissa, Punjab, Sikkim, Uttar Pradesh, Uttarakhand, Mizoram, Puducherry and they are responded in given formats

Sl. No.	State/UTs	Number of Reponses		
		Parents	Teacher	Admin/Faculty
14.	Delhi	macro trend only	macro trend only	macro trend only
15.	Himachal Pradesh	Descriptive	Descriptive	Descriptive
16.	Jammu & Kashmir	Details provided in next section		
17.	Tripura	Descriptive	Descriptive	Descriptive
18.	Andman & Nikobar Island	Not in given format	Not in given format	Not in given format
19.	Goa	Not in given format	Not in given format	Not in given format
20.	Haryana	Not in given format	Not in given format	Not in given format
21.	Kerala	Not in given format	Not in given format	Not in given format
22.	Rajasthan	Not in given format	Not in given format	Not in given format
23.	Assam	Not in given format	Not in given format	Not in given format
24.	Bihar	Not in given format	Not in given format	Not in given format
25.	Manipur	Details provided in next section		

<sup>1</sup>Note:

- a) All respondents did not necessarily provide answers of all the questions provided in the format and some respondent also respond more than one option in the format. Some respondents also provided answers to only part of the questionnaire, and as such the possibility cannot be ruled out that on a particular

question, the numbers of respondent are actually less or more than the total respondents projected.

- b) Delhi, Himachal Pradesh and Tripura have also shared their reports but in descriptive form.
- c) As in the case of Meghalaya- some respondents have provided vague answers such as "No Idea / Don't Know / Can't Say / Not Applicable".
- d) Sikkim also provided data in earlier format.

#### **The objective of tests and examinations -**

From their responses, it can be inferred that around 65% of parents and 68% teachers actually understood the purpose of examination as- to know the learning gap of the children while providing the necessary guidance and not deciding to fail or pass a child. The view was also supplemented by the responses received from J&K and Delhi. On the other hand, 24 % the parent and 31% of the teachers covered were of the opinion that to fail or pass a child may be an objective but the focus should rather be on understanding the learning gaps. In Assam 67% teachers believe that the sole objective of any kind of evaluation is to know learning gap of children while another 27 % in favor of dual objective i.e. "understanding learning gap" as well as "to fail or pass the child".

#### **Why Children fail in the annual examination -**

In majority of the cases, both 21% of the teachers and 36% of the parent were of the opinion that children fail in the annual examination because they do not receive the necessary academic guidance and support. Similarly, an analysis of the feedbacks from thirteen states showed that more than 65% of parent and teachers believed the basic reason of failure of a child to be either lack of necessary guidance or the child's absence from school. This same response was evident across majority of the States covered as listed below: -

- In case of Jammu and Kashmir more than 70% teachers & parents suggested that children are failing either because of lack of guidance or lack of attendance in the school.

- It was reported in Delhi (on the basis of 826 responses of parents and similar number of teachers) that majority of the respondents understood the reason for failure of a child as either lack of necessary guidance or the child's absence from school.
- While in the case of States/UT like Andaman & Nicobar Island, Haryana, Kerala and Rajasthan; all stakeholders i.e., the Parents, Teachers, State Functionaries and Individuals were of the opinion that failing a child does not really help her/him in any way and the emphasis should be rather on enhancement of learning.
- The response from Tripura was found to be somehow moderate as can be seen in the example provided below:- *“The Section 16 of Right of Children to Free and Compulsory Education Act, 2009 mandating prohibition of holding back and expulsion until completion of elementary education has been implemented. However, it is feared that this may lead to a state of inattention to the teaching learning on the part of the children and the teachers as well. A re-look in the matter may be helpful.”*

In Assam more than 63 % ( 45 % clearly state while other 18 % are coupled up this reason with others ) of teachers believe that children fail due to lack of guidance while only 33% believe that children are fail because of in-capabilities

#### **It is never the child who fails, but the school system?**

Interestingly, in J&K though RTE is not applicable more than 55% parent and teachers were of the opinion that “It is never the child who fails, but the school system”. This view was also strongly supplemented by the majority responses from Delhi State. On the contrary, in all the 13 states covered, only 44% teachers and 36% parents were in favor of this view. The response from Assam is somehow mixed , 54.54% of the respondent teachers think that the failure of children tantamount to the failure of the system while 45.45% of the respondents believe that if an individual child fails the whole system cannot be blamed.

### **A Child will feel demoralized if she/he is detained in a class -**

Majority of the respondents i.e., >70% of the parents and teachers agreed with this view that a Child will actually feel demoralized if she/he is detained in a class. However, though more than 84% of teachers and parents were not in favor of failing a child but they were also of the view that it would be good to have a periodic internal assessment system which would supplement in supporting the child as per her/his need at that particular time. But in Assam 63.6% believe that a child will be demoralized if he/she is detained in a class while 33.3% respondents think that a child will not feel demoralized if he or she is kept back in the same class. And more than 93% of teachers believe that it is better to have periodic assessments to support the child as per his/her need and help to learn.

### **Training and Understanding on No-detention and CCE -**

- After all this discussion it is important to note that how many teachers have actually know about 'No detention policy' in training programmes or any other way . In above mention 13 states & J&K , at least 55% teachers admit that they have received training on no detention while in Assam 63.32% says that they have heard about 'no detention policy' in the training programmes they have attended.
- Other teachers have not received training on no detention. It is interesting to note that those teachers have attend training on no detention ( at least in 13 states and J&K) majority of them are in view of not to lagging in child 's learning is result of lack of guidance , and failing a child hardly help her.
- The position of received any training on CCE is little better than the training on no detention. On an average 69% teachers in sample from 13 states & J&K have received training on CCE. The response sheet of Delhi also reflects that majority of teachers have been received training on CCE. In Assam 54.54% respondent teachers say that they have received training on CCE while 45.45% teachers say that they have not received training on CCE.
- Regarding the teachers experiences If CCE is implemented in the school - more than 99% teachers from selected 13 states, J&K, Assam

found that it is useful but in the 13 states only 40% of teachers feel that it is easy to implement CCE, while In J&K and Assam, respectively 68% & 60% teachers feel that it is easy to implement.

#### **States Responses for effective implementation of CCE & No Detention**

-

- The major concern is ensuring students attendance, Bihar and Andaman & Nicobar Island suggested that at least 75% of attendance is required
- There should be an appropriate training for teachers. For example Kerala, Andaman & Nicobar Island, Assam, Delhi, Goa etc
- There should be adequate number of teachers and they must be free from non-academic load

#### **States are also in view of addressing some critical problem like-**

- Required to address Gap in teacher- guardian relationship
- Teacher related problems-irregular attendance, inadequate teacher strength affecting PTR, unable to develop relationship with parents.

#### **Education Administrators: Q & A -**

##### **Familiarity with the provisions on No Detention Policy and CCE in NCF 2005 and RTE Act 2009-**

96% of administrators of 13 States , 78% from J&K, 100% from Assam and Majority of Delhi state's education officials who responded to the study are familiar with the provisions of the 'No Detention Policy' and 'CCE' in NCF 2005 and RTE act 2009.

##### **Agreeing with the arguments contained in the NCF 2005 regarding evaluation of children at elementary level.**

In response to the above mentioned question -96% administrators of 13 States , 84% from J&K, 100% from Assam and Majority of Delhi state's education officials agree with the arguments contained in the NCF 2005 regarding evaluation of children at elementary level.

### **Attended any training on 'No detention policy' & CCE and understanding rationale of No detention -**

In 13 States only 14% of education official, in J&K 20% & in Assam 10% have received training on No detention policy. While major group of respondents have disclosed that they have not attended any training on 'No detention policy'. In CCE there are some better position more than 67% education officials in 13 States, 37% in J&K and 54% in Assam have received training on CCE. The respondent sheet of Delhi suggest that majority of the have received such training.

According to Educational administrators the Teachers understanding about the rationale behind 'No detention policy is not up to the marks and in all case around 60% of educational administrators think that teachers are either not understand the rationale or partially understand.

The teacher educators and education officials have talked about several steps to create better understanding about the 'no detention policy' & CCE, its includes -

#### **Orientation of teachers**

- Parental awareness
- Appropriate CCE guidelines/ approach papers / Teachers Hands book
- Supervision and monitoring

### **Comments on why should not CCE be implemented.**

**Only 1% of respondent from 13 states and 4% from J&K are of the opinion that CCE is not useful while all the respondents in Assam & Delhi answered in the negative. As such it can be inferred that majority of the educational administrators are in favor of implementation of CCE.**

### **Overall Perception on Existing Evaluation System in Schools -**

On the basis of above analysis we can infer that the present system of evaluation at the school system especially at elementary level suffers from a number of imperfections and drawbacks which have been listed as below: -

- a. Detaining a child on the basis of a problematic evaluation system will always have the risk of creating psychological fear and tension in the minds of the students to such an extent that these

might unwittingly lead to various kinds of malpractices in the examinations. The fear of failure may also sometimes lead to such extreme situation which has the potential of making a child dull and non-creative and sometimes even driving the older children towards self destruction.

- b. Following a shift in the detention policy the liabilities of children learning has shifted from the system/school to the children themselves.
- c. Detention policy will further be strengthened by the existing system of evaluation. The first and foremost shortcoming of the evaluation system is that it is a tool for control rather than identifying the problem of the child. Moreover it focuses solely on cognitive learning outcomes while completely ignoring the non-cognitive aspects which are equally vital components of the human personality. Even in the case of cognitive areas, it lays too much emphasis on memorization and gives very little emphasis on the abilities and skills that require higher mental operations such as problem-solving, creative thinking, summarizing, inferring, arguing etc.
- d. It may be mentioned here that the teachers adjust their teaching to testing or the evaluation system, emphasizing the maxim, "Whatever is tested is to be taught and whatever is not tested is not to be taught." That is why the whole syllabus/curricula is rarely covered in a school year for any class.
- e. Yet another flaw of the existing evaluation system is the undue importance attached to the results of examinations by the society. Rather, the emphasis should be on improvement of the knowledge of a child.

Thus, our schools need to adopt a system of evaluation which can be profitably exploited for the development of both cognitive and non-cognitive capacities. This system should facilitate among others the all-round development of students. Consistent efforts need to be made to make this evaluation system inbuilt into the teaching-learning processes and carried out through the entire period of education. Detention will not only dishearten the child but also retard the goal of all round development of a child.

## BIHAR

### **Reply/compliance on minutes of 2<sup>nd</sup> meeting of Sub-Committee of CABE for Assessment and Implementation of CCE**

As per response from Bihar, on some of the issues raised in the 2<sup>nd</sup> meeting of the Sub-committee of CABE held on 10<sup>th</sup> October 2012 are as follow:

#### **1. No Detention provision under RTE 2009-**

We support this policy in the sense that getting failed in the examinations or the fear of being held-up works as a great demotivator especially to first generation learners. But CCE, as it inherently means, shall make way for continuous and comprehensive evaluation of a child in a manner that is not at all threatening to the child. CCE must also be used as a tool for better teaching-learning experience in absence of which, no detention policy would perhaps create negative impact. The handbook developed by Bihar has dealt with this question on page number 17 which explains why it is not the child who fails; it is rather out systems that fails to deliver. No child shall need to be detained if we take proper care of the child through child-centered learning.

As already pointed out by the Hon'ble Education Minister, Bihar, we would need adequate number of good teachers to assist the children in learning and to implement CCE successfully.

#### **2. No Examinations:-**

RTE does not put a bar on organizing examinations. There should be examinations but not in the way we have been doing it. We feel that the whole year of cognitive and non-cognitive learning cannot be assessed or evaluated in a single day with a few questions to be answered in writing. The whole of the personality of the child needs to be developed and cannot be evaluated in a single go. The

handbook developed by us has dealt with this misconception too which can be seen on page 17. CCE in various forms is a good too for evaluation without scaring the child out of the school system.

**3. Monitoring the performance of teachers:-**

The all round development of the students as coming up in the CCE format could be the evaluation of performance of teachers. We would need facilities and resources to analyse and monitor the progress of so many students.

Keeping in view the implementation of CCE, State of Bihar has in fact developed "Student Progress Card" and "School Card" which would finally reflect the progress and effectiveness of education system. The CCE format and 'Student Progress Card" have the feature of assessing both cognitive and non-cognitive aspects of the development of the students. The teachers would be able to see the competencies and skills where the child needs more support. These cards shall facilities CCE and performance appraisal of teachers and education managers as well. The draft copies of these cards have been made available to Human Resource Development Department, GOI. We shall be implementing "Student Progress Card" and "School Progress Card" from December, 2012.

**4. Fund of paying contract teachers at par with regular teachers:-**

We would like to reiterate the issues raised by the Hon'be Education Minister, Bihar that we need fund to pay the contract teachers the same salary being paid to the regular teachers. That this unequal payment has raised dissatisfaction in contract teachers for they are being paid less for same work.

*Source: Letter of State Project Director to the Government of Bihar.*

## TRIPURA

**Examination of the Right of Children to Free and compulsory education Act, 2009 by the Department - related parliamentary standing committee on Human Development of Rajya Sabha.**

### **1. COMPREHENSIVE AND CONTINUOUS EVALUATION (CCE)**

There is no reason to disagree to the concept of comprehensive and continuous evaluation of children at the elementary level but the lack of resource persons in the field stands in the way of implementing the idea of CCE to the letter at this stage. An advice of the MHRD in the matter may help us to overcoming the difficulties.

### **2. NO DETENTION**

The Section 16 of the Right of Children to Fee and Compulsory Evaluation Act, 2009 mandating prohibition of holding back and expulsion until completion of elementary education has been implemented. However, it is feared that this may lead to a state of inattention to the teaching learning on the part of the children and the teachers as well. A relook in the matter may be helpful.

### **3. PROVISION OF INFRASTRUCTURE AS PER RTE NORMS**

In Tripura, there is provision of one class room for every class/section. As per data available from the DISE there are 28, 707 class rooms in the State whereas, the total requirement of class rooms as per state norms is 34,484. Adequate funding may help in overcoming the problem of shortage of class rooms. There is also gap in respect of other infrastructural facilities in the schools as far as provision of barrier free access, common toilet, girls toilet etc. is concerned. The gaps may be filled up in the event of relaxation of the restriction of 33% ceiling in civil works.

### **4. APPROVAL OF CERTAIN INTERVENTIONS OF SSA FOR 2011-12**

The project Approval Board disapproved some interventions of SSA for 2011-12 while considering the Annual Work Plan and the Budget on the ground that the State Rules under RTE Act, 2009 had not been

finalized. Since the State Rules have by this time been notified, the pending proposals of the State as such including that of additional fund of Rs.3440.00 lakh for toilets may be considered to be cleared with priority.

#### **5. TRAINING OF TEACHERS**

There is acute dearth of teachers possessing minimum qualifications as laid down by NCTE. There are 04 (four) DIETs and 01(one) IASE in the State imparting training to the in-service teachers. As per guidelines of NCTE, 02(two) years training course for about 21,000 un-trained teachers has to be introduced in distance mode. The local authority of IGNOU demands Rs.17,900/- per teacher for the purpose. The cost as being demanded by IGNOU for imparting training to the un-trained teachers may be borne by the Government of India.

#### **6. 100% financing by Govt. of India for RTE interventions**

To meet the RTE requirements is a big challenge to the Govt. as far as provisions of infrastructure and addl. Teachers in the schools is concerned. The provision in the RTE Act, 2009 mandating reimbursement of per child expenditure arising out of admission of the children belonging to the disadvantaged groups and weaker section to the extent of at least 25% in the un-aided schools is also a matter of concern, 100% funding for the RTE interventions may be considered till the end of 12% Five year Plan period.

With a view to implementing the RTE Act, 2009 a number of steps have been taken. They are detailed below:

- (i) The Stage Rules for implementation of different provisions of the RTE Act, 2009 has been notified and the same took effect from 15<sup>th</sup> August, 2011.
- (ii) SCERT has been declared as Academic Authority. They are taking care of CCE.
- (iii) District Education Officers have been authorized to grant

recognition up to elementary stage to the un-aided schools.

- (iv) Notification regarding composition of School Management Committee (SMC) has been issued.
- (v) Notification regarding constitution of State Advisory Council (SAC) has been issued.
- (vi) Notification regarding declaration of Local Authorities has been issued.
- (vii) Notification regarding identification of children belonging to weaker sections and disadvantaged groups has been issued.
- (viii) Notification mandating admission of at least 25% children belonging to weaker sections & disadvantaged groups in un-aided schools has been issued.
- (ix) Notification mandating no detention as per Section 16 of the RTE, Act, 2009 has been issued.**
- (x) Constitution of Right to Education Protection Authority (REPA) is under consideration of the Government.

In order to generate awareness about the RTE Act.2009 and the State Rules as well programmes are being held at Block, District & State Level regularly. Elected representatives are also taking part in the programmes.

***Source: Letter of Principal Secretary to the Government of Tripura.***

The following analysis is based on the responses received from 330 Parents, 387 Teachers and 126 Administration/Faculty Members in the 13 out of the 24 States originally covered. Other states submitted reports not in prescribed format.

**Table 1: Feedback received on No Detention Policy and  
Implementation of CCE<sup>2</sup>(New formats)**

Sl. No.	State/UTs	Number of Reponses		
		Parents	Teacher	Admin/Faculty
1	Andhra Pradesh	3	0	0
2	Arunachal Pradesh	1	1	2
3	Chandigarh	48	41	15
4	Chhattisgarh	6	4	5
5	Madhya Pradesh	40	68	9
6	Meghalaya	69	109	14
7	Orissa	2	1	1
8	Punjab	1	1	1
9	Sikkim	1	1	1
10	Uttar Pradesh	0	0	1
11	Uttarakhand	6	5	27
12	Mizoram	130	105	39
13	Puducherry	23	51	11
<b>Total</b>		<b>330</b>	<b>387</b>	<b>126</b>
14	Delhi	macro trend only	macro trend only	macro trend only
15	Himachal Pradesh	Descriptive	Descriptive	Descriptive
16	Jammu & Kashmir	Details provided in next section		
17	Tripura	Descriptive	Descriptive	Descriptive
18	Andman & Nikobar Island	Not in given format	Not in given format	Not in given format
19	Goa	Not in given format	Not in given format	Not in given format

20	Haryana	Not in given format	Not in given format	Not in given format
21	Kerala	Not in given format	Not in given format	Not in given format
22	Rajasthan	Not in given format	Not in given format	Not in given format
23	Assam	Not in given format	Not in given format	Not in given format
24	Bihar	Not in given format	Not in given format	Not in given format
25	Manipur	Details provided in next section		

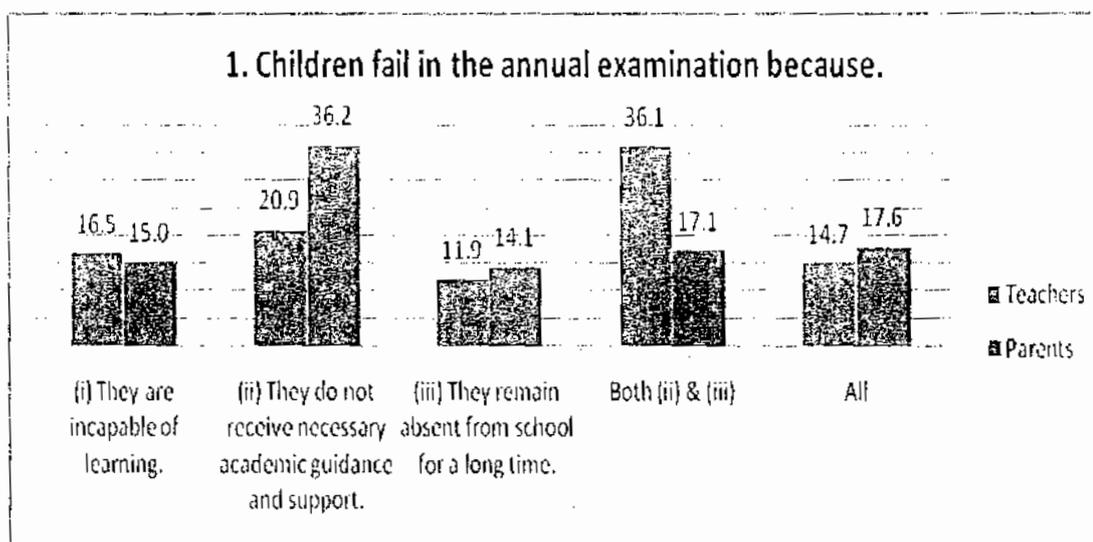
<sup>1</sup>Note:

- a) All respondents did not necessarily provide answers of all the questions provided in the format and some respondent also respond more than one option in the format. Some respondents also provided answers to only part of the questionnaire, and as such the possibility cannot be ruled out that on a particular question, the numbers of respondent are actually less or more than the total respondents projected.
- b) Delhi, Himachal Pradesh and Tripura have also shared their reports but in descriptive form.
- c) As in the case of Meghalaya- some respondents have provided vague answers such as “No Idea / Don’t Know / Can’t Say / Not Applicable”.
- d) Sikkim also provided data in earlier format.

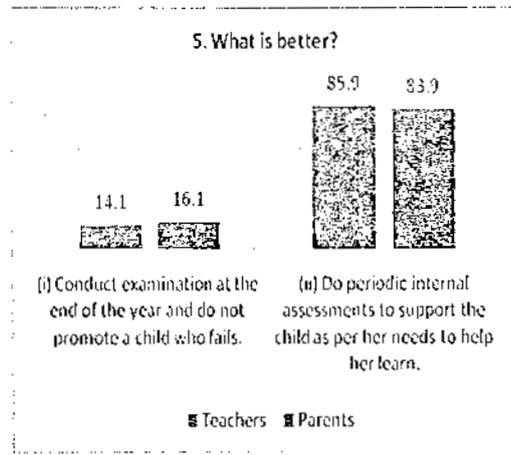
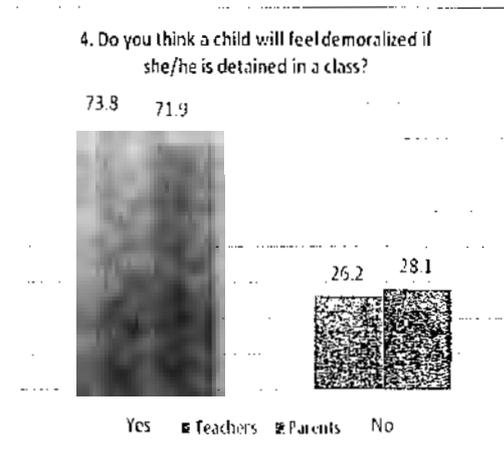
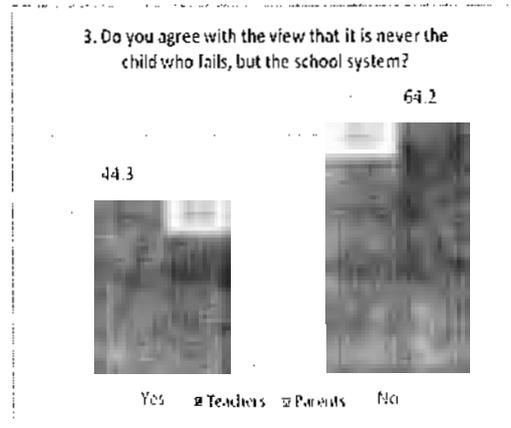
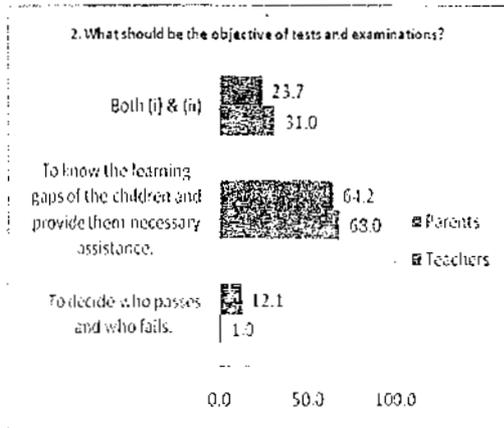
As can be inferred from fig 1 below majority of the teachers and parents were of the opinion the main reason why children fail in annual examination is because (i) they do not receive necessary academic guidance and support and (ii) they remain absent from school for a long time. It is important to note that both the teachers and parents were of a similar view that children actually fail in the annual examination because they are incapable of learning.

Similarly, majority of the respondents both teachers (68%) and parents (64.2%) were of the view that the objective of tests and examinations is to know the learning gaps of the children and provide them necessary assistance. They were also in agreement i.e., 73.8% teachers and 71.9 % parents, that children will feel demoralized if she/he is detained in class and ultimately it is not the child but rather the school system which has failed. Finally they (85.9% teachers and 83.9% parents) were also strongly in favor of periodic internal assessments to support the child as per his/her needs to help them learn.

**Fig 1: Responses on common question asked from parents and teachers**



**Table 2: Remaining Questions of Teacher's and Parent's Schedule**



Teachers Schedule		
Question	Yes (%)	No (%)
6. Has there been any discussion on 'no detention' policy in training programmes?	55.11	44.89
7. Have you received any training on CCE?	69.82	30.18
8. If CCE is being implemented in your school, what is your experience?		
(i) Useful and easy to implement.		39.5
(ii) Useful, but difficult to implement.		60.5

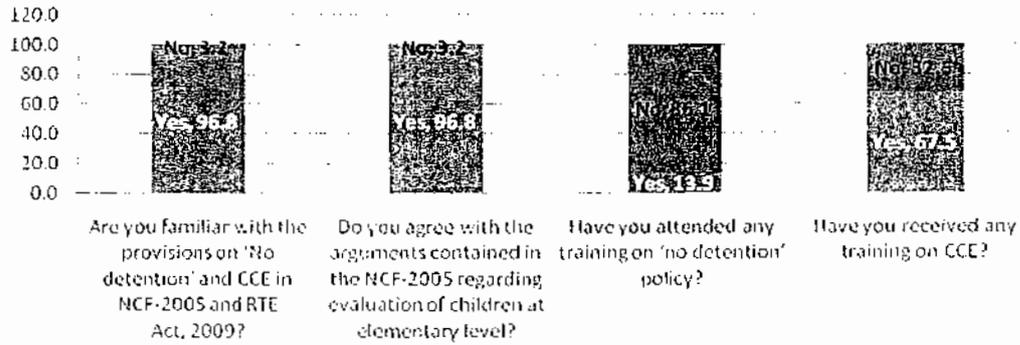
Parents Schedule			
Question	Yes (%)	No (%)	Others (%)
9. Have teachers discussed with you the idea of Continuous and Comprehensive Evaluation (CCE)?	66.06	33.94	****
10. Has there been any discussion on 'no detention' in the school or SMC meetings?	42.77	57.23	****
11. Has CCE been implemented in the school?	80.31	19.69	****
12. Have you noticed any difference in the way classes are conducted in the school?	67.92	31.76	****
13. Have you encountered any difficulty in your child undergoing CCE in school? If yes, please indicate three such difficulties.	0.00	86.55	13.45

With regard to implementation of CCE, 69.82% of the teachers covered had received training under this and majority i.e., 60.5% found the implementation of CCE difficult though useful. There also seemed to be a certain amount (55.11%) of discussion on 'No Detention' during the regular teacher training programmes.

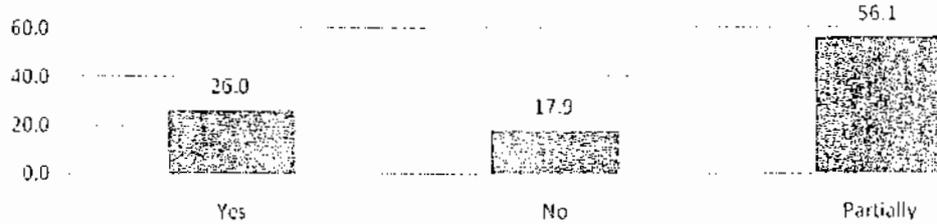
According to the feedback received from parents, 80.31% responded that CCE has been implemented in the Schools and they have also noticed some difference (67.92%) in the way classes are conducted in such schools. Teachers have also made an effort through discussions with parents (66.06%) on the idea of CCE. However most (57.23%) admitted that there was no discussion on 'no detention' in either the School or the SMC meetings.

**Fig 2: Administrator's Questionnaire**

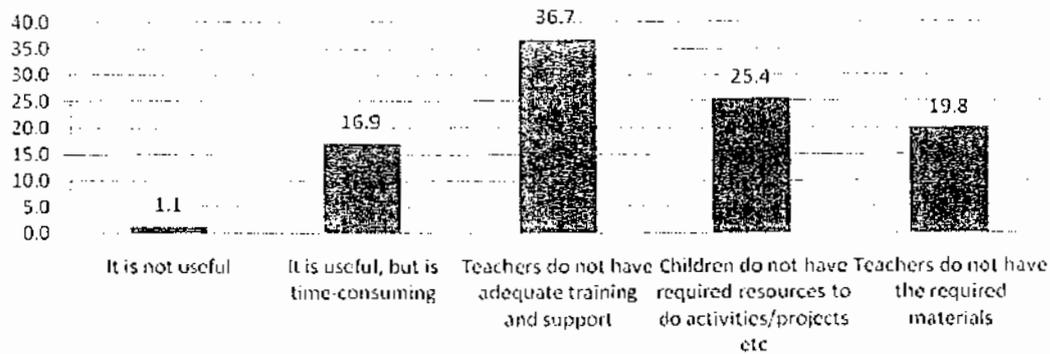
**Questions form Administrator / Faculty**



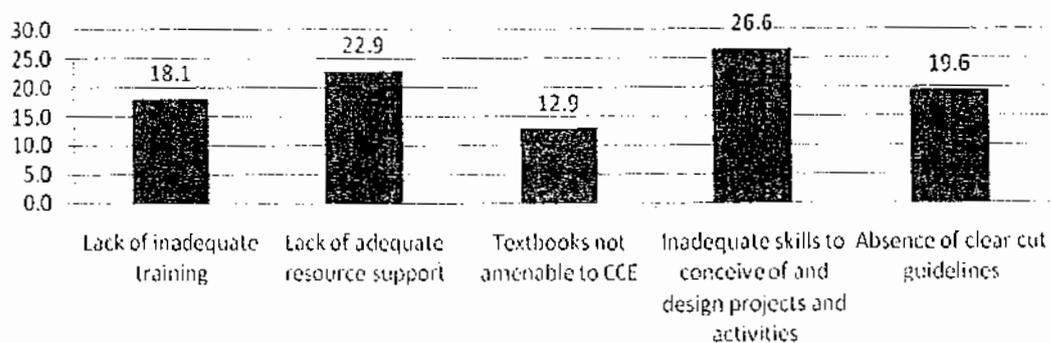
**Do you think teachers have understood the rationale behind 'no detention' policy?**



**Please give your comments, why should CCE not be implemented?**



**If you think it should be implemented, what are the difficulties faced by the teachers?**



An analysis of the various responses received on the Administrator's Questionnaire shows similar trends in that majority of the respondents (96.8%) is familiar with the provisions on 'No Detention' and CCE. Majority (96.8%) were also in agreement with the arguments contained in the NCF 2005 regarding the evaluation of children at the elementary level.

On the other hand, 56% were of the opinion that teachers have only partially understood the rationale behind the 'No Detention' policy while 26% did feel that teachers do understand the rationale of 'No Detention' policy. There was also a 17.9% minority who were of the opinion that teachers have not understood the rationale behind 'No Detention'.

The most common reasons on why CCE should not be implemented in order of preference by majority were: -

- Teachers do not have adequate training and support
- Children do not have the required resources to do activities/projects etc.
- Teachers do not have the required materials
- It is useful but time consuming
- It is not useful

In addition, the difficulties usually faced by teachers in order of preference in the implementation of CCE were: -

- Inadequate skills to conceive and design projects and activities
- Lack of adequate resource support
- Absence of clear cut guidelines
- Lack of adequate training
- Textbooks not amenable to CCE

### Consolidated Feedback from Parents

Responses from parents ( Total 330 parents )		
Questions	Option	Response
1. What should be the objective of tests or examinations?	1. (i)	44
(i) To decide who passes and who fails.	2. (ii)	233
(ii) To know the learning gaps of the children and provide them necessary assistance.	3. Both (i) & (ii)	86
2. Children fail in the annual examination because	1. (i)	51
(i) They are incapable of learning.	2. (ii)	123
(ii) They do not receive necessary academic guidance and support.	3. (iii)	48
(iii) They remain absent from school for a long time.	4. (ii) & (iii)	58
	5. All	60
3. Do you agree with the view that it is never the child who fails, but the school system?	1. Yes	116
	2. No.	208
4. Do you think a child will feel demoralized if she is detained in a class?	1. Yes	233
	2. No	91
5. What is better :-		
(i) Conduct examination at the end of the year and do not promote a child who fails.	1. (i)	53
(ii) Keep doing internal assessments to support the child as per her needs to help her learn.	2. (ii)	276
6. Have teachers discussed with you the idea of Continuous and Comprehensive Evaluation (CCE)?	1. Yes	218
	2. No	112
7. Has there been any discussion on 'no detention' in the school or SMC meetings?	1. Yes	139
	2. No.	186
8. Has CCE been implemented in the school?	1. Yes	257
	2. No	63
9. Have you noticed any difference in the way classes are conducted in the school?	1. Yes	216
	2. No	101
10. Have you encountered any difficulty in your child undergoing CCE in school? If yes, please indicate three such difficulties.	1. Yes	0
	2. No	103
	3. Others/Blank	16

**Consolidated Feedback from Teachers -**

<b>Responses from Teachers ( Total 387 teachers )</b>		
<b>Questions</b>	<b>Option</b>	<b>Responses</b>
1. What should be the objective of tests or examinations?	1. (i)	4
(i) To decide who passes and who fails.	2. (ii)	263
(ii) To know the learning gaps of the children and provide them necessary assistance.	3. Both (i) & (ii)	120
2. Children fail in the annual examination because	1. (i)	64
(i) They are incapable of learning.	2. (ii)	81
(ii) They do not receive necessary academic guidance and support.	3. (iii)	46
(iii) They remain absent from school for a long time.	4. (ii) & (iii)	140
	5. All	57
3. Do you agree with the view that it is never the child who fails, but the school system?	1. Yes	166
	2. No.	209
4. Do you think a child will feel demoralized if she is detained in a class?	1. Yes	276
	2. No	98
5. What is better :-		
(i) Conduct examination at the end of the year and do not promote a child who fails.	1. (i)	54
(ii) Do periodic internal assessments to support the child as per her needs to help her learn.	2. (ii)	330
6. Has there been any discussion on 'no detention' policy in training programmes?	1. Yes	205
	2. No	167
7. Have you received any training on CCE?	1. Yes	266
	2. No	115
8. If CCE is being implemented in your school, what is your experience?		
(i) Useful and easy to implement.	1. (i)	134
(ii) Useful, but difficult to implement.	2. (ii)	205
9. If answer to (2) is (ii), what are the difficulties you encounter? Please list out three important difficulties.	Not applicable	Descriptive
10. If CCE is to be implemented effectively, what are the five things you will like to be done?		Descriptive

### Consolidated Feedback from Administrators

Responses from Administrators (Total 126 Administrators / Faculty)		
Questions	Option	Responses
1. Are you familiar with the provisions on 'No detention' and CCE in NCF-2005 and RTE Act, 2009?	1. Yes	122
	2. No	4
2. Do you agree with the arguments contained in the NCF-2005 regarding evaluation of children at elementary level?	1. Yes	121
	2. No	4
3. If answer to (2) is 'no', please given reasons for it?	Blank	
4. Have you attended any training on 'no detention' policy?	1. Yes	17
	2. No.	105
5. What according to you is the rationale for 'no detention' policy?	Blank	
6. Do you foresee any problem in implementation of 'no detention' policy? If yes, list out five such problems.	Blank	
7. Do you think teachers have understood the rationale behind 'no detention' policy?	1. Yes	32
	2. No	22
	3. Partially	69
8. If answer to 7 is 'No' or 'Partially', what three steps would you suggest to create better understanding?	Blank	
9. Have you received any training on CCE?	1. Yes	81
	2. No	39
10. Please give your comments, why should CCE not be implemented?		
(i) It is not useful.		2
(ii) It is useful, but is time-consuming.		30
(iii) Teachers do not have adequate training and support.		65
(iv) Children do not have required resources to do activities/projects etc.		45
(v) Teachers do not have the required materials.		35
11. If you think it should be implemented, what are the difficulties faced by the teachers?		
(i) Lack of inadequate training.		49
(ii) Lack of adequate resource support.		62
(iii) Textbooks not amenable to CCE.		35
(iv) Inadequate skills to conceive of and design projects and activities.		72
(v) Absence of clear cut guidelines.		53
12. What are the five steps you would like to suggest for effective implementation of CCE?		Descriptive

## **CABE SUB-COMMITTEE STUDY FEEDBACK FROM ASSAM**

### **Introduction -**

As per the decision of the CABE Sub-Committee a study was proposed to obtain the feedback/suggestions/views from all state governments on the implementation of CCE in the context of no detention.

The SSA, Assam, after receiving the letter and questionnaire formats from Director (EE), MHRD, conducted the study.

The State Consultants and Programme Associates of the Teachers Training and Paedagogy Component, State Mission Office went for collecting feedback with the formats. The Kamrup district both rural and metro was covered for the collection of feedback. But while compiling the report it was done together.

There were three formats for three groups: -

- Teachers
- Parents
- Education Officials which included DIET lecturers, SCERT officials and officials of the Directorate of Elementary Education and the Directorate of Secondary Education.

The sample sizes varied. There were 33nos of teacher respondents, 19 nos of parent respondents and 11 nos of education officials. After the collection of the feedback, it was compiled and the report was prepared.

### **'NO DETENTION POLICY' AND 'CONTINUOUS AND COMPREHENSIVE EVALUATION'**

#### **About the study -**

- ❖ This study has been conducted only in the Kamrup district of Assam.
- ❖ The respondents of the study were teachers, parents and education officials as per the questionnaires provided by Director (EE), MHRD.
- ❖ Both rural and urban samples have been included, though the compilation has been done together.

- ❖ The rationale behind selecting Kamrup district is that, Kamrup district has a better PTR and a better percentage of retention rate.
- ❖ The study reveals that CCE has been implemented in most of the schools.
- ❖ However, the true spirit of CCE is not understood by both teachers and parents.
- ❖ Most teachers and the education officers demand more rigorous training on CCE.
- ❖ A handbook in the form of a ready reckoner is required.
- ❖ The study is not devoid of limitation. The first limitation is that all districts should have been covered to get a true picture throughout the state.
- ❖ This study does not reflect the necessity of the end term exams. The questionnaires provided for the feedback give us the scope only to study the acceptability of CCE.
- ❖ This study reveals that the ground is set for the implementation of CCE in Assam. The basic groundwork has been done.

**The Questionnaire by Teacher respondents reveal: -**

**1. The objective of tests or examination:**

- In the process of CCE, proper understanding of the evaluation system in the form of tests and examination is essential. Among the teacher respondents in this study, 66.66% seems to have proper understanding on the examination process. They believe that **the objective of tests or examination is** to know the learning gap of children and provide them necessary assistance.
- A group of 6.06% respondents believe that tests are there in the system to decide who passes or fails. This group needs proper orientation on CCE.
- A third group consisting of 27.27% believes that tests should be held for both the purpose- to decide who passes and who fails and to know the learning gap of children and provide them

necessary assistance. This group represents teachers who feel good if allowed to stick to traditional norms even after receiving training on CCE. This is the ground reality of the field.

**2. Children fail in the annual examination because:**

- The first group of teachers (33.36%) believe that children fail due to their incapability. This group of teachers need to understand that children have varied capacities and in different spheres. This group of teachers need proper orientation on handling children who are differently abled, on multiple intelligences, and identifying children with special needs.
- 45.45% teachers believe that children fail due to the lack of proper academic guidance and support from the system. It is a reality that in spite of several interventions from the state, our schools are yet to become child-friendly.
- 18.18% of teachers seem to be confused as they believe in both the reasons. This group need to develop clarity of concept.
- In Assam, CCE has been introduced from the 2012 session. Hence, it is essential that the teachers know about the reasons why learners fail to acquire the desired competencies.

**3. It is never the child who fails but the school system -**

- 54.54% of the respondent teachers think that the failure of children tantamount to the failure of the system.
- 45.45% of the respondents believe that if an individual child fails the whole system cannot be blamed.
- As teachers it is necessary that they are sensitive to the needs of every individual child. If the problems of children cannot be located by the teacher concerned, then the presence of some lacuna in the teaching-learning process must be existing. If such anomalies are not detected then the implementation of CCE would remain a farce.

4. **A child feel demoralized if he/she is detained in a class -**
  - 63.6% believe that a child will be demoralized if he/she is detained in a class.
  - 33.3% respondents think that a child will not feel demoralized if he or she is kept back in the same class.
  - This question is very basic to the entire concept of “no detention” policy. That a child feels demoralized if detained in the same class cannot be doubted. The teachers need to be sensitised on this issue.
  
5. **What is better? Conduct examination at the end of the year and do not promote a child who fails or doing periodic assessments to support the child as per her need and help her learn.**
  - 93.93% of teachers believe that it is better to have periodic assessments to support the child as per his/her need and help to learn.
  - 6.06% of teachers feel that it is better to conduct examination at the end of the year and do not promote a child who fails.
  - The backbone of CCE is periodic assessments. It is a satisfactory sign to know that teachers do believe so. The presence of a small percentage of teachers who think otherwise points to the need for teacher orientation regarding formative and summative assessments.
  
6. **Discussion on ‘No detention policy’ in training programmes -**
  - 63.32% says that they have heard about ‘no detention policy’ in the training programmes they have attended.
  - 36.68% says that they have **not heard** about ‘no detention policy’ in the training programmes they have attended.
  - Teachers’ Trainings need to be more holistic.
  
7. **Received any training on CCE -**
  - 54.54% respondent teachers say that they have received training on CCE.

- 45.45% teachers say that they have not received training on CCE.
  - Hands on training on CCE should be compulsory for every teacher to achieve the desired results.
8. **If CCE is implemented in the school what is their experience -**
- 60.60% teachers say that CCE is useful and implementing it is easy.
  - 39.39% teachers say that CCE is useful but implementing it is difficult.
  - **Majority of the teachers feel that CCE is useful and easy to implement.**
9. **List out the important difficulties for which children fail in the annual examination -**
- i. Illiterate parents
  - ii. Lack of parental awareness
  - iii. Economically weak
  - iv. Students absenteeism
  - v. Lack of parental support
  - vi. School environment which is not child friendly
  - vii. Irregular attendance of teacher and students
  - viii. Adequate teachers strength
  - ix. Gap in teacher- guardian relationship
    - This point has a direct connection to point no. 2 as per the questionnaire.
    - The reason given by the teacher respondents as to why children fail in the annual examination, 45.45% said that they **do not receive necessary academic guidance and support**. By academic guidance and support the teachers said that they meant the support from the system.

- The difficulties faced by the children, according to the teacher respondents can be categorised under the headings:
- **Family problems**- illiterate parents, economically weak, unsupportive, lack of awareness.
- **Teacher related problems**-irregular attendance, inadequate teacher strength affecting PTR, unable to develop relationship with parents.
- **School environment**-school environment is not child friendly.
- **Student motivation**- irregular attendance
- These categories of difficulties point out that all the stakeholders of education are involved to create difficulties in the learning process of a child and hence they fail to acquire desired competencies.

**10. List of things to be done for effective implementation of CCE -**

- I. Scholastic and Co-scholastic evaluation.
- II. Developing team spirit among students.
- III. Social behaviour.
- IV. Chapter wise evaluation
- V. Evaluation at the end of the day
- VI. Joyful learning
- VII. Encouragement towards co-scholastic activities
- VIII. Providing necessary assistance to students
- IX. Behaviour, truthfulness, discipline.
- X. Activity based learning
- XI. Comprehension skill
- XII. Remedial teaching
- XIII. Physical and mental education
- XIV. Teacher and students attendance

- XV. Evaluation book for all subjects
- XVI. Evaluation by teachers from other schools
- XVII. Group activities
- XVIII. Pupil-teacher ratio (PTR)
- XIX. School boundary
- XX. Timely supply of text books
- XXI. Parent-teacher communication
- XXII. Previous knowledge test
- XXIII. Regular evaluation
- XXIV. Discussion
- XXV. Project
- XXVI. Find teaching gap
- XXVII. Adequate teaching methodology and use of TLM
- XXVIII. Home works
- XXIX. Adequate teachers training
- XXX. Guidelines on evaluation
- XXXI. Teacher's motivation
- XXXII. Proper monitoring mechanism
- XXXIII. Teachers awareness on CCE
- XXXIV. Environmental awareness
- XXXV. Adequate infrastructure, classroom and lab
- XXXVI. Advanced planning of lessons.
- XXXVII. Community awareness.
- XXXVIII. Teachers handbook for every class.
- XXXIX. Importance on syllabus

The Questionnaire by Education Administrators reveals -

**1. Familiarity with the provisions on No Detention Policy and CCE in NCF 2005 and RTE Act 2009.**

- It is a satisfactory finding that 100% of the education officials who responded to the study are familiar with the provisions of the 'No Detention Policy' and 'CCE' in NCF 2005 and RTE act 2009.

**2. Agreeing with the arguments contained in the NCF 2005 regarding evaluation of children at elementary level.**

- It is a satisfactory finding to know that 100% of the respondents agree with the arguments contained in the NCF 2005 regarding evaluation of children at elementary level.
- The NCF 2005 document regarding evaluation at the elementary level:

**3. If answer of 2 is "No" please give reasons for it: Nil**

- Satisfactory finding. 100% of the respondents agree to the NCF 2005 provisions on evaluation at the elementary level.

**4. Attended any training on 'No detention policy'.**

- A largely major group of 90.90% respondents have disclosed that they have **not attended** any training on 'No detention policy'. Only 9.90% of the respondents say that they have attended training on 'No detention policy'.
- This might hamper the real purpose of CCE, as the education officials are the backbone of the education system.

**5. The rationale for 'No detention policy'.**

- i. To attain quality education through competency development.
- ii. Universalisation of Elementary Education (UEE)
- iii. Up gradation of students after conceptual clarity.
- iv. Detention negates self confidence.
- v. Acquisition of desired competency.
- vi. Equal opportunities.

vii. Diagnosis of deficiencies.

viii. Remedial teachings.

The rationale presented by the respondents is satisfactory.

**6. Problems foreseen in the implementation of 'No detention policy'.**

- i. Reluctant mentality of teachers and community.
- ii. Parent –Teacher co-ordination.
- iii. PTR
- iv. Difficult for teachers to clear back-log
- v. Orientation of teachers
- vi. CCE guidelines.
- vii. Parental awareness
- viii. Teachers misconception
- ix. Lack of skill in teachers.
- x. Motivation
- xi. TLM
- xii. Co-scholastic areas

**7. Teachers understanding about the rationale behind 'No detention policy'. -**

- According to the education officials 63.63% of the teachers have **understood partially** about the rationale behind the no detention 'policy'.
- 27.27% of the respondents believe that teachers have **not understood** the rationale behind the 'no detention policy'.
- Only 9.09% respondents think that teachers have **understood** the rationale behind the 'no detention policy'.

**8. Steps suggested to create better understanding on CCE -**

- i. Orientation of teachers
- ii. Parental awareness
- iii. CCE guidelines
- iv. Remedial teachings

- v. Teachers handbooks
- vi. General awareness
- vii. Supervision and monitoring
- viii. Action research

- The teacher educators and education officials have talked about several steps to create better understanding about the 'no detention policy'.
- These steps that are mentioned above are a suggestive of the fact that the teacher educators and education officials have a reasonable understanding about the implementation of the 'no detention policy'.
- If the above steps are actually implemented on the field CCE would be a success.

#### **9. Training of Education officials on CCE.**

- 54.54% of the respondents answered that they have **received training** on CCE.
- 45.45 % of the respondents answered that they have **not received** any training on CCE.
- Even though the majority group said that they have received training yet the group which did not receive training on CCE is fairly large.
- For the implementation of CCE to be a success, awareness campaigns amongst the education officials is mandatory.

#### **10. Comments on why should not CCE be implemented.**

- **All respondents answered in the negative. It means CCE should be implemented.**
- **The options given were:**
  - i. It is not useful.
  - ii. It is useful, but is time consuming.
  - iii. Teachers do not have adequate training and support.

- iv. Children do not have required resources to do activities/projects etc.
- v. Teachers do not have the required materials.

**11. The difficulties to be faced by the teachers if CCE is to be implemented.**

- 90.90% respondents believe that to implement CCE the major difficulties are inadequate skills to conceive of and design projects and activities and lack of adequate training.
- 72.72% respondents believe that to implement CCE the major difficulties are lack of adequate resource support and absence of clear cut guidelines and strategy.
- 18.18% respondents believe that to implement CCE the major difficulty is textbooks not amenable to CCE.

**12. Steps suggested for effective implementation of CCE.**

- i. CEE orientation to teachers
- ii. Proper CCE guidelines
- iii. Monitoring and supervision
- iv. Orientation of CCE employees
- v. Community awareness.
- vi. Teachers training on Multi-grade Learning
- vii. Monitoring of training programmes.
- viii. Training for supervising officials on CCE
- ix. PTR Minimum 2(two) teacher provision in LP section as per provision of RTE should be amended for effective classroom teacher ratio. In LP school there are 5(five) grades.
- x. Methodology of co-scholastic evaluation.
- xi. Orientation on grading system
- xii. Teachers guideline
- xiii. Parental awareness
- xiv. General awareness
- xv. Skill building of teachers.

xvi. Formative evaluation of Co-scholastic areas

xvii. Infrastructure and TLM

**The Questionnaire by Parents reveals: -**

**1. The objective of tests or examination -**

- 84.21% of parent respondents are of the view that that the objective of tests or examinations is to know the learning gaps of the children and provide them necessary assistance.
- None of the parent respondents believe that the objective of tests or examinations is only to decide who passes and who fails.
- 15.78% percent believe both.
- The percentage of parents who are aware of the real purpose of tests and examination is highly satisfactory. This is a very positive sign. It seems that the ground for the actualization of CCE has already been prepared in the society.

**2. Reasons for children's failure in the examination -**

- 73.63% of the parent respondents believe that children fail in the examination because they do not receive necessary academic guidance and support. This is a satisfactory percentage in the sense that parents are aware about the service that is desirable from the teachers and the school authorities.
- 10.52% of respondents believe that children fail in the examination because they are incapable of learning.
- 15.78% respondents believe that Children fail in the examination because they do not receive necessary academic guidance and support and as well as because they remain absent from school for a long time.
- Regarding the option 'absence from school for a long time' as a cause of failure of learners, no parent respondents consider at all. It is a direct indicative to the fact **that parents do attach much importance to send the children regularly to attend school.**

(However, this view is from the Kamrup District both, rural and urban, only).

- **Answering this question shows that parents still believe in the concept of 'pass and fail'. The format would have been more applicable in the context of Assam had there been questions on the requirement of examinations at the end of the term.**

**3. It is never the child who fails, but the school system –**

- 47.36% parent respondents believe that it is never the child who fails, but the school system.
- 52.63 % parent respondents believe that if one individual student fails then the entire system cannot be blamed for it.

**4. A child will feel demoralized if he/she is detained in a class –**

- 78.94 % of the parent respondents believe that a child will feel demoralized if she is detained in a class. This group is a majority and it is a good sign that parents are aware of the psychological aspect of their wards. A positive mind in a child will lead to a positive learning spirit.
- 21.05 % of the parent respondents believe that a child will **not feel demoralized** if she is detained in a class. This group though a minor one in this study is a matter of concern as they feel that the psyche of a child cannot hamper his studies. This kind of thought breeds negative learning spirit.

**5. What is better: Conduct examination at the end of the year and do not promote a child who fails or doing internal assessments to support the child as per her needs to help her learn?**

- 94.73% parent respondents believe that it is better to do internal assessments to support the child as per her needs to help her learn. This opinion from the parents proves that the ground is ready for the proper implementation of CCE.

- 5.26 % parent respondents believe that conducting examination at the end of the year and not promoting a child who fails is a better option. This is a small group yet it is very necessary that to make CCE a success, steps must be taken to sensitize the people regarding the true motive of the “no detention policy”.

#### **6. Teachers taking into consideration the participation of parents to discuss the idea of Continuous and Comprehensive Evaluation.**

- Majority of the parent respondents share the view that teachers have not discussed the idea of CCE with them. This majority group consist of 63.15%.
- A smaller group (36.84%) said that teachers have shared the concept of CCE with them.
- The majority of the teachers not sharing the idea of CCE with parents is a matter to be probed into deeper. It might suggest that the teachers themselves are not very comfortable with the idea of CCE. Referring to the response sheets of the teachers we find that a major group talks about thorough training on CCE and about a handbook as a ready reckoner to implement CCE.
- Another implication can be drawn from this response, that there is not enough coordination between teachers and parents.
- Perhaps a greater awareness drive is necessary among the SMC members.
- This questionnaire does not give us ample scope to get deeper into the issue.

#### **7. Discussion on “No Detention” in the school or in the SMC meetings.**

- Majority of the respondents (52.63%) say that there has **not** been discussion on “No Detention Policy” in the school or in the SMC meetings, though, 47.36% of the parent respondents talk about having discussions in this regard.
- That there is not enough coordination between teachers and parents is evident.

- Perhaps a greater awareness drive is necessary among the SMC members.

#### 8. Implementation of CCE in the school –

- 89.47% parent respondents say that CCE has been implemented in the school. It is the majority group. Only 10.52% say in the negative.
- The views posit a contradictory response as the majority of the parents say that teachers do not talk about CCE to the parents.
- CCE will not be successfully implemented if parents and teachers do not work in tandem.

#### 9. Any difference in the way classes are conducted in the school after the implementation of CCE.

- Even though CCE has been implemented in the school, yet majority of the parent respondents (52.63%) have noticed no difference in the way classes are conducted in the school.
- 47.36% respondents say that they have noticed some change in the way classes are conducted in the school.
- This response raises the issue of proper understanding of CCE among teachers also.

#### 10. Noticing some difficulty in their ward undergoing CCE in school –

- Parents are unable to know about class transaction
  - Provide question papers
  - Checking home work
  - PTR
  - Parents are unable to know about evaluation
  - Maintain discipline
- This question has raised mixed answers from parents. It seems they have not understood the concept as the **conventional methods are deeply rooted**. They talk about the **other infrastructural problems, PTR, etc.**
  - But the response of difficulty in maintaining discipline is one issue they are all concerned about.

- The parents' difficulties as have been listed point towards the problem of the teachers' distance from the parents.

### Analysis and compilation of responses from Manipur

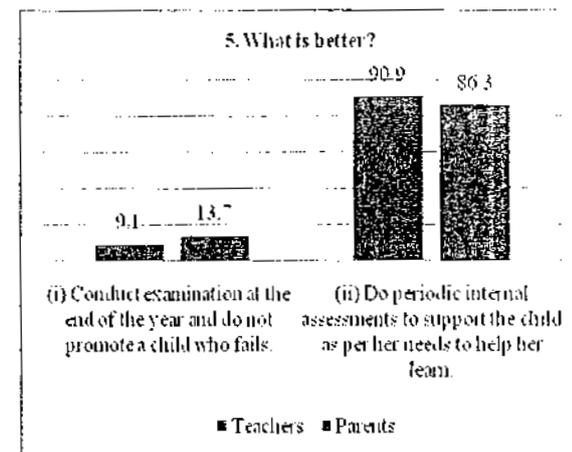
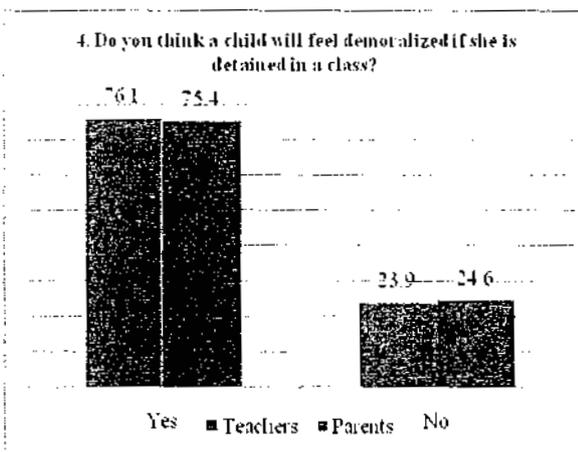
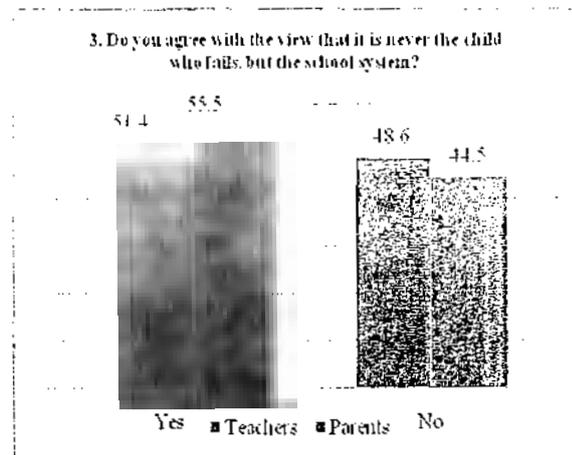
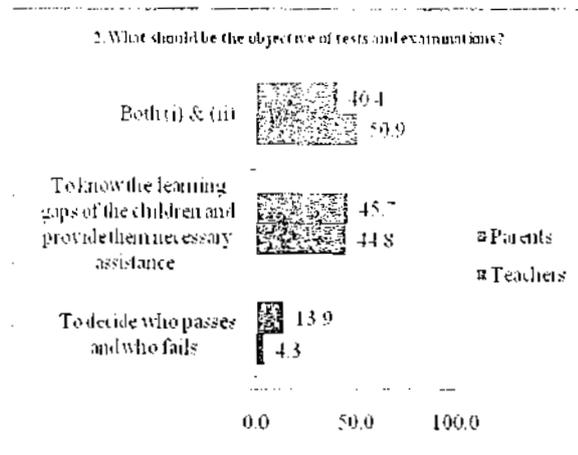
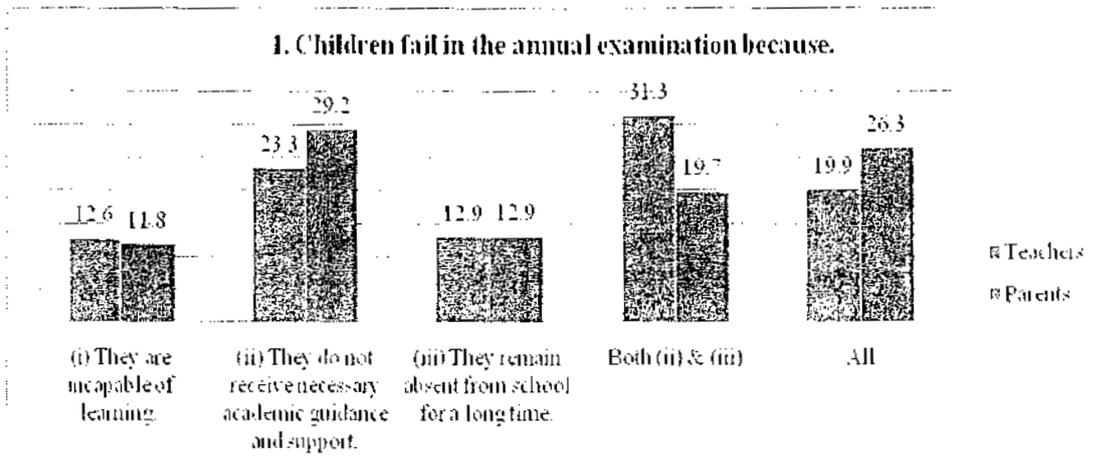
#### 1. Feedback received on No Detention Policy and Implementation of CCE<sup>3</sup>

Sl. No.	State/UTs	Number of Reponses		
		Parents	Teacher	Admin/Faculty
1	Bishnupur	101	39	9
2	Chandel	69	45	14
3	Churchandpur	99	38	8
4	Imphal East	88	35	0
5	Imphal West	96	38	11
6	Senapati	100	25	21
7	Tamenglong	86	34	0
8	Thoubal	108	36	15
9	Ukhrul	95	41	8
<b>Total</b>		<b>842</b>	<b>331</b>	<b>86</b>

<sup>3</sup> Note:

- a) All respondents did not necessarily provide answers of all the questions provided in the format and some respondent also respond more than one option in the format. Some respondents also provided answers to only part of the questionnaire, and as such the possibility cannot be ruled out that on a particular question, the numbers of respondent are actually less or more than the total respondents projected.

## Responses for common question asked from parents and teachers

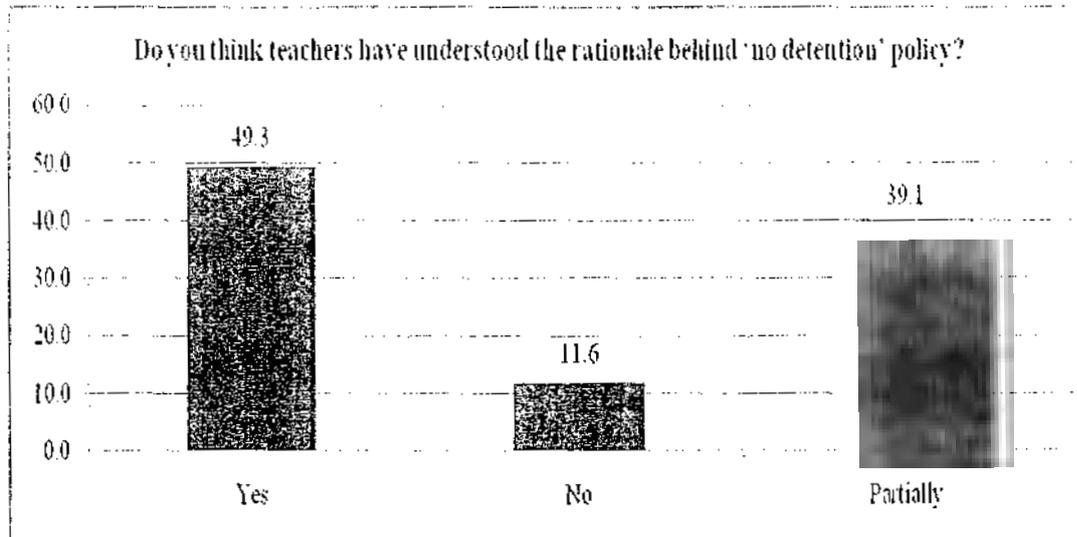
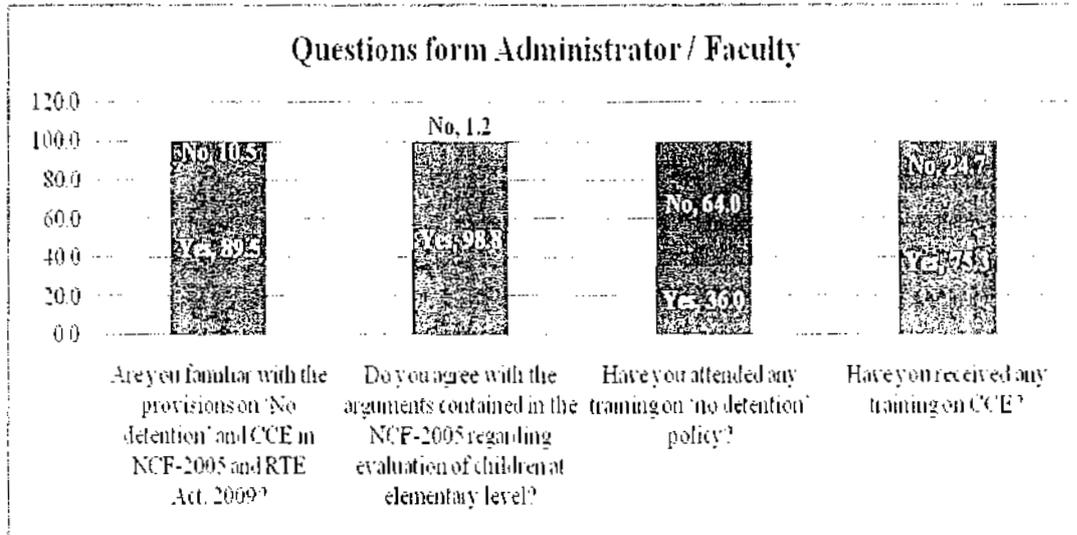


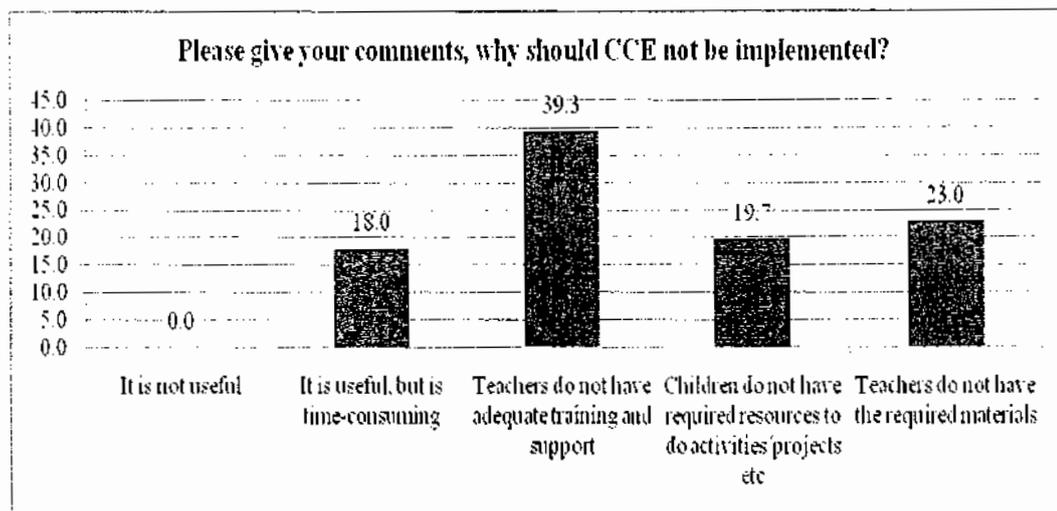
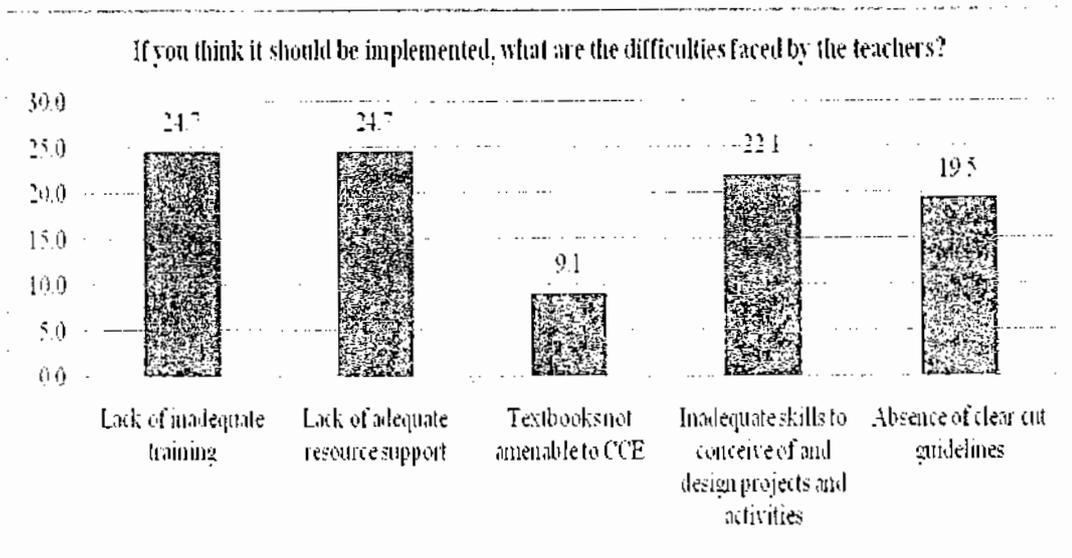
### Remaining Questions of Teacher's and Parent's Schedule

<b>Teachers Schedule</b>		
Question	Yes (%)	No (%)
1. Has there been any discussion on 'no detention' policy in training programmes?	54.92	45.08
2. Have you received any training on CCE?	44.55	55.45
3. If CCE is being implemented in your school, what is your experience?		
(i) Useful and easy to implement.	54.0	
(ii) Useful, but difficult to implement.	46.0	

<b>Parents Schedule</b>			
Question	Yes (%)	No (%)	Others (%)
4. Have teachers discussed with you the idea of Continuous and Comprehensive Evaluation (CCE)?	53.93	46.07	****
5. Has there been any discussion on 'no detention' in the school or SMC meetings?	56.52	43.48	****
6. Has CCE been implemented in the school?	59.05	40.95	****
7. Have you noticed any difference in the way classes are conducted in the school?	57.70	42.30	****
8. Have you encountered any difficulty in your child undergoing CCE in school? If yes, please indicate three such difficulties.	8.98	54.03	36.99

## Administrator's questionnaire





## Consolidated Feedback from Parents

Responses from parents (Total 842 Parents)		
Questions	Option	Response
1. What should be the objective of tests or examinations?	1. (i)	117
(i) To decide who passes and who fails.	2. (ii)	384
(ii) To know the learning gaps of the children and provide them necessary assistance.	3. Both (i) & (ii)	339
2. Children fail in the annual examination because	1. (i)	98
(i) They are incapable of learning.	2. (ii)	242
(ii) They do not receive necessary academic guidance and support.	3. (iii)	107
(iii) They remain absent from school for a long time.	4. (ii) & (iii)	163
	5. All	218
3. Do you agree with the view that it is never the child who fails, but the school system?	1. Yes	457
	2. No.	367
4. Do you think a child will feel demoralized if he/she is detained in a class?	1. Yes	615
	2. No	201
5. What is better :-		
(i) Conduct examination at the end of the year and do not promote a child who fails.	1. (i)	114
(ii) Keep doing internal assessments to support the child as per her needs to help her learn.	2. (ii)	717
6. Have teachers discussed with you the idea of Continuous and Comprehensive Evaluation (CCE)?	1. Yes	446
	2. No	381
7. Has there been any discussion on 'no detention' in the school or SMC meetings?	1. Yes	468
	2. No.	360
8. Has CCE been implemented in the school?	1. Yes	483
	2. No	335
9. Have you noticed any difference in the way classes are conducted in the school?	1. Yes	457
	2. No	335
10. Have you encountered any difficulty in your child undergoing CCE in school? If yes, please indicate three such difficulties.	1. Yes	59
	2. No	355
	3. Other	243

### Consolidated Feedback from Teachers

Responses from Teachers (Total 331 Teachers)		
Questions	Option	Responses
1. What should be the objective of tests or examinations?	1. (i)	14
(i) To decide who passes and who fails.	2. (ii)	146
(ii) To know the learning gaps of the children and provide them necessary assistance.	3. Both (i) & (ii)	166
2. Children fail in the annual examination because	1. (i)	41
(i) They are incapable of learning.	2. (ii)	76
(ii) They do not receive necessary academic guidance and support.	3. (iii)	42
(iii) They remain absent from school for a long time.	4. (ii) & (iii)	102
	5. All	65
3. Do you agree with the view that it is never the child who fails, but the school system?	1. Yes	163
	2. No.	154
4. Do you think a child will feel demoralized if he/she is detained in a class?	1. Yes	239
	2. No	75
5. What is better : -		
(i) Conduct examination at the end of the year and do not promote a child who fails.	1. (i)	30
(ii) Do periodic internal assessments to support the child as per her needs to help her learn.	2. (ii)	298
6. Has there been any discussion on 'no detention' policy in training programmes?	1. Yes	173
	2. No	142
7. Have you received any training on CCE?	1. Yes	139
	2. No	173

8. If CCE is being implemented in your school, what is your experience?		
(i) Useful and easy to implement.	1. (i)	170
(ii) Useful, but difficult to implement.	2. (ii)	145
9. If answer to (2) is (ii), what are the difficulties you encounter? Please list out three important difficulties.	Not applicable	Descriptive
10. If CCE is to be implemented effectively, what are the five things you will like to be done?		Descriptive

### Consolidated Feedback from Administrators

Responses from Administrators (Total 86 Administrators / Faculty)		
Questions	Option	Responses
1. Are you familiar with the provisions on 'No detention' and CCE in NCF-2005 and RTE Act, 2009?	1. Yes	77
	2. No	9
2. Do you agree with the arguments contained in the NCF-2005 regarding evaluation of children at elementary level?	1. Yes	84
	2. No	1
3. If answer to (2) is 'no', please give reasons for it?	Blank	
4. Have you attended any training on 'no detention' policy?	1. Yes	31
	2. No.	55
5. What according to you is the rationale for 'no detention' policy?	Blank	
6. Do you foresee any problem in implementation of 'no detention' policy? If yes, list out five such problems.	Blank	
7. Do you think teachers have understood the rationale behind 'no detention' policy?	1. Yes	34
	2. No	8
	3. Partially	27
8. If answer to 7 is 'No' or 'Partially', what	Blank	

three steps would you suggest to create better understanding?		
9. Have you received any training on CCE?	1. Yes	61
	2. No	20
10. Please give your comments, why should CCE not be implemented?		
(i) It is not useful.		0
(ii) It is useful, but is time-consuming.		11
(iii) Teachers do not have adequate training and support.		24
(iv) Children do not have required resources to do activities/projects etc.		12
(v) Teachers do not have the required materials.		14
11. If you think it should be implemented, what are the difficulties faced by the teachers?		
(i) Lack of adequate training.		19
(ii) Lack of adequate resource support.		19
(iii) Textbooks not amenable to CCE.		7
(iv) Inadequate skills to conceive of and design projects and activities.		17
(v) Absence of clear cut guidelines.		15
12. What are the five steps you would like to suggest for effective implementation of CCE?		Descriptive

F. No. 20-6/2012-EE-17  
Government of India  
Ministry of Human Resource Development  
Department of School Education & Literacy  
Bureau EE-II  
New Delhi-110 002

(5)

New Delhi dated 6<sup>th</sup> September, 2012

From:

Shri P.K. Tiwari, IAS,  
Director,  
Department of School Education & Literacy,  
Government of India,  
Shastri Bhawan, New Delhi.

To,

Shri Sabu Akhtar,  
Principal System Analyst,  
Ministry of Human Resource Development  
Department of School Education & Literacy  
Shastri Bhawan, New Delhi.  
E-mail - [saba@nic.in](mailto:saba@nic.in)  
Tele : 23381570

Sub: Notice for suggestions from general public on CCE and no detention provision under RTE Act.

Please find attached a Notice for suggestions from general public on CCE and no-detention provision under the RTE Act. You are requested to upload it on the website of the MHRD today itself.

Thanking you,

Yours faithfully

*P.K. Tiwari*  
(P.K. Tiwari)

*Shri P.K. Tiwari*

12/9

12/12

F. No. 20-6/2012-EE-17  
Government of India  
Ministry of Human Resource Development  
Department of School Education & Literacy  
Bureau EE-II  
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New Delhi dated: 5<sup>th</sup> September, 2012

**NOTICE**

In its 59<sup>th</sup> meeting held on 6<sup>th</sup> June, 2012, the Central Advisory Board of Education (CABE) resolved to constitute a Sub-Committee of CABE for assessment and implementation of Continuous and Comprehensive Evaluation in the context of the no-detention provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009. In pursuance of this resolution, the Sub-Committee of CABE was constituted under the Chairpersonship of Smt. Geeta Bhukkal, Hon'ble Minister of Education, Government of Haryana.

2. The Sub-Committee of CABE for assessment and implementation of continuous and comprehensive evaluation (CCE) in the context of the no-detention provision in the RTE Act, 2009 decided to invite suggestions from the members of general public for effective implementation of CCE and no-detention.

3. Suggestions should be furnished by 20<sup>th</sup> September, 2012 to Shri J. K. Tiwari, Director, Department of School Education & Literacy, Ministry of Human Resource Development, C-Wing, Shastri Bhawan, Dr. Rajendra Prasad Marg, New Delhi-110002 through E-mail ([ktiwari@nic.in](mailto:ktiwari@nic.in)).

**CABE SUB-COMMITTEE MEMBERS DURING FINALISATION**

Sl. No.	Designation	Name & Designation of Officials
1.	Chairperson	Smt. Geeta Bhukkal, Minister Education, Government of Haryana
2.	Member	Shri Prashant Kumar Sahi, Minister of Human Resource Development, Government of Bihar.
3.	Member	Dr. Himanta Biswa Sarma, Education Minister, Government of Assam
4.	Member	Shri Brijmohan Agrawal, Minister for School Education, Chhattisgarh
5.	Member	Prof. Nargis Panchapakesan, Retd. Professor, Delhi University
6.	Member	Dr. Kiran Devendra, Head, Department of Elementary Education, National Council of Educational Research and Training (NCERT), New Delhi
7.	Member	Shri. S. Vikram B. Singh Director, SCERT, Uttar Pradesh
8.	Member	Shri. G. Gopal Reddy Director, SCERT, Andhra Pradesh
9.	Member-Secretary	Dr. M. Ariz Ahammed, Member Secretary (Director), MHRD, Gol.

**Note: -**

1. Minister Education, Tamilnadu did not participate in any of the CABE Sub-committee proceedings.
2. Shri Arun Kapur, Director, Vasant Valley Foundation- did not participate in any of the CABE Sub-committee proceedings.
3. Late Dr.Vinod Raina participated in the 3<sup>rd</sup> CABE Sub-Committee meeting held at Bengaluru.

**Proceedings of the CABE Sub Committee**

**Observations shared by all the Members present in different meetings:**

1. The Chairperson and members of the Sub-Committee appreciated the initiative of Government of India for enacting the RTE Act, 2009 for quality elementary education and emphasized the importance of political will to translate the RTE Act into results supported by funds and mobilisation and motivation of teachers, educational administrators, parents and community at large (Minutes: 3<sup>rd</sup> meeting – Para.1)
2. All the members unanimously observed that there is a serious communication gap in the understanding of the statutory RTE provisions among the parents, teachers and general public particularly on the two important provisions of RTE Act, 2009 which are mandate for this Sub-Committee viz.,

<b>RTE Act</b>	<b>Provision</b>	<b>Mis-conception</b>	<b>Provision spirit</b>	<b>Traditional approach</b>
S.29 (2)	Comprehensive and Continuous Evaluation	Regular and continuous examination of children	<b>Comprehensive:</b> Both academic and co-curricular activities are to be assessed for overall development of child's personality.	<i>Academic performance is the sole criterion</i>
			<b>Continuous:</b> Use assessments for diagnostic purpose for continuously improving the teaching / pedagogy to improve learning of all children in class room.	<i>Examinations are used to judge/distinguish the children.  Teaching is for testing.</i>
			Assessments are part of teaching-	<i>Examination results are not</i>

			learning process.	<i>part of teaching-learning process</i>
S.16	No Detention	There shall not be any examination from Class I to VIII	It does not bar assessments. It only prohibits holding back a child beyond an academic period (examinations in traditional sense)	

### **General observations on proper implementation of RTE Act, 2009:**

1. The Education Minister, Chhattisgarh emphasized the importance of a communication strategy to popularise Government accomplishments and challenges since RTE Act and criticise some reports for not reporting the educational status objectively. (3<sup>rd</sup> Meeting).
2. The Chairperson observed that the Education Departments have become teachers' departments. Rationalisation has become very difficult with pressure from different quarters to keep teacher's interest in view not that of the school or the child. The Chairperson impressed upon the members that the teaching profession should be developed to be a profession of choice not dependent on chance. (5<sup>th</sup> Meeting /p.19 page.8 & Minutes: 4<sup>th</sup> meeting point. d & e /p4 and para.8)
3. The Chairperson observed also that though Government is providing facilities to government the performance is far from satisfactory. Most of the children of government schools belong to the poor and the marginalized viz., SC, ST and OBC sections. There could also be some social reasons for poor performance of these children.(5<sup>th</sup> Meeting/p.19/page 8)
4. The Chairperson impressed upon the members about the importance of awareness generation on the measures taken for girl's safety in schools as against sending them to agricultural fields during school hours. She also shared the MEWAT BEST PRACTICE where in the

deputation of female teachers and local community socio-cultural interventions attracted more girl children (of Muslims) and the district has become the best performing district in the State.(4<sup>th</sup> Meeting/Page.4)

5. The Chairperson also emphasized that MHRD should place good practices under RTE Act in public domain and counter certain media reports involving substantial methodological problems highlighting the decline in learning levels after RTE with objective analysis against the National Achievement Surveys of NCERT. (Minutes: 4<sup>th</sup> Meeting p.3)
6. The Committee also noted the frequent transfers of Directors of Elementary/ Primary Education, SCERT and SSA affecting the RTE and CCE.

**Sub-Committee member's observations on CCE:**

1. All the members appreciated the statutory / mandatory provision of Continuous and Comprehensive Evaluation (CCE) in RTE Act, 2009 in equipping the teachers for improving learning levels of the children on continuous basis on their individual learning ladder in an academic year including the provision of need based additional instructions to different children against the traditional approach of teaching for testing. (Minutes of 1<sup>st</sup> meeting-para.3 & 6).
2. All the members present in different meetings appreciated the policy directives on *Continuous and Comprehensive Evaluation (CCE)* in National Policy on Education (1968) (1986) and (1992) and National Curriculum Framework 2005 even before the promulgation of RTE Act, 2009. The Chairperson outlined the successful roll out of CCE in Haryana (2<sup>nd</sup> meeting minutes -para.14; 3<sup>rd</sup>, 4<sup>th</sup> and 5<sup>th</sup> Meeting Minutes)
3. All the members present in the 2<sup>nd</sup> Meeting observed that all the apprehensions on RTE provisions can be taken up by proper implementation of CCE. (Minutes of 2<sup>nd</sup> Meeting para.3).
4. The Chairperson, Ministers of Education – Assam, Bihar and Chhattisgarh while appreciating the efficacy of CCE for improving

learning outcomes observed that the States are facing serious challenges in the proper implementation of CCE for a number of reasons viz., overcrowded classrooms, shortage of teachers esp. trained teachers, Single Teacher Schools and multi-grade situation, untrained teachers, low paid contractual teachers, un-willingness of teachers to serve in far flung areas, need for strengthening monitoring by Educational Administrators and BRC-CRC academic structures, time and acceptability to shift to a new system, involvement of teachers in several non-teaching and non-academic activities, lack of proper monitoring and absence of support to child at home etc and resource availability affecting the quality adversely; (Minutes of 1<sup>st</sup> Meeting-para-3 & 6, 2<sup>nd</sup> Meeting para.3, 4,5,6,8,9,10 and14; 3<sup>rd</sup> meeting para.11, 4<sup>th</sup> Meeting para.1, 5<sup>th</sup> Meeting /p19.9).

5. The Chairperson outlined the successful roll out of CCE and Pravesh Utsav mobilising the community and the teaching community and the non-scholastic interventions and class readiness programmes for full transition of children and for provision of entitlements (2<sup>nd</sup> meeting minutes –para.14; 3<sup>rd</sup>, 4<sup>th</sup> para a/p.3; and 5<sup>th</sup> Meeting Minutes).
6. The Education Minister Assam emphasized the proper implementation of CCE and fixation of accountability on teachers. (Minutes of 2<sup>nd</sup> Meeting –para.4).
7. The Education Minister Bihar noted that regular attendance of child to school is critical for the success of CCE and for enhanced learning outcomes. (Minutes:4<sup>th</sup> meeting para.8).
8. The Chairperson observed the importance of having a web portal on CCE or onsite support to teachers and students.
9. The Chairperson, Education Ministers- Bihar and Chhattisgarh observed that the long term success and sustainability of CCE would assured only through relevant interventions in the Teacher Education System especially (i) the introduction of CCE as a methodology of assessment and (ii) Introduction of 4 Yr Integrated Teacher Training Programme in new teacher training institutes. The teaching profession

should be made to be a profession of choice not dependent on chance. It is informed that Haryana already started the initiated the process by introducing CCE in D.Ele.Ed. curriculum. (Minutes: 4<sup>th</sup> meeting point. d& e /p4 and para.8)

10. Dr. Kiran Devendra NCERT noted that CCE should be seen as an assessment tool for learning and expressed concern on conducting more number of tests in the name of CCE. Child should be trusted and cannot be faulted for the deficiencies in the system. She informed that NCERT had developed exemplar source books on CCE (in English) and circulated to all the States and UTs for adaptation and also organised regional workshops as well for their capacity building. (Minutes: 3<sup>rd</sup> Meeting para.4 and 4<sup>th</sup> meeting para.12; 5<sup>th</sup> Meeting p.5).
11. Prof. Nargis Panchpakesan observed that CCE is aimed at timely diagnosis of learning problems of each child and to take up timely corrective measures. Present examination system focuses on what children do not know and is the source of anxiety and fear affecting learning outcomes. She further noted that the child is failing because of the system. If system is good why does a child will fail. Therefore there is no justification to detain a child. She criticised that most of the schools are adopting CBSE CCE against NCERT CCE exemplar. (Minutes; 3<sup>rd</sup> Meeting, 4<sup>th</sup> Meeting para.11)
12. Dr. Vinod Raina, BGVS questioned the lack of coherence between CCE of NCERT and CBSE. He reported inadequacies in the understanding of CCE. He further emphasized the need to address the gap/ conflict of home language and medium of instruction for improved learning's.(4<sup>th</sup> Meeting).
13. Dr. M. Ariz Ahammed Director MHRD submitted the rationale and understanding of CCE to the members and its importance in enabling improved learning levels of all children in the classroom, unlike traditional attention only to a few children. He emphasized that effective implementation of CCE will ensure that every child reaches

the benchmark learning levels of each elementary class within the given academic period and the question of not learning will not arise.

**Sub-Committee member's observations on No-detention:**

1. All the members present in different meetings appreciated the fact that all States/UTs except 7 states/UTs were already following No detention in classes' I-II, I-V and I-VII even before promulgation of RTE Act, 2009 and further appreciated the policy directives on *No Detention* in National Policy on Education (1968) (1986) and (1992) and National Curriculum Framework 2005 even before the promulgation of RTE Act, 2009.(3<sup>rd</sup>, 4<sup>th</sup> and 5<sup>th</sup> Meeting Minutes).
2. The committee noted various mis-conceptions related to No-detention and CCE as listed out by the member secretary of the Sub-committee and also noted that the major misgiving has been to see the No-detention policy in isolation of various rights based provisions of RTE Act, viz., provision of School infrastructure, Minimum qualifications for teachers, Pupil-Teacher Ratio (PTR) for Schools, No Non-Academic activity (other than Elections, Relief and Census), Child friendly Curriculum, CCE, Teacher training Education, Grievance redressal etc.(Minutes: 3<sup>rd</sup> Meeting para.3).
3. The Chairperson, Ministers of Education – Assam, Bihar and Chhattisgarh while appreciating the efficacy of CCE for improving learning outcomes observed that the States are facing serious challenges in the implementation of CCE properly for a number of reasons and thus expressed that under these circumstances automatic promotion of children will undermine the quality of education. The legal provisions should respond to the public response and expectations. (Minutes of 1<sup>st</sup> Meeting-para-3 & 6, 2<sup>nd</sup> Meeting para.3, 4,5,6,8,9,10 and14; 3<sup>rd</sup> meeting para.11, 4<sup>th</sup> Meeting para.1, 5<sup>th</sup> Meeting /p19.9).
4. The Chairperson impressed upon the members that the public perception of No Detention is negative and there is a need to review the no detention provision. It is felt that this provision is taking away the pressure to perform from the minds of both children and teachers. It is

correct that children should not suffer from fear of examination but at the same time the incentive to perform should not be taken away. (Minutes:3<sup>rd</sup> Meeting para.14.8 and 5<sup>th</sup> Meeting /page.8 & 9).

5. The Chairperson further outlined that the intention of RTE Act, 2009 is to ensure that all children to acquire learning levels and competencies of the relevant grades and not to just give them a certificate. If the implementation is resulting into unintended outcomes, then the causes must be examined and many states raised this issue in the CAGE meeting because they are dealing with field responses. In the state legislative assemblies, Education Ministers are being questioned on the rationale and implication of introducing No Detention policy. In Haryana, call attention motions have been moved on the subject. There was a demand for re-examination of this provision by large number of states which led to constitution of the Sub-Committee to review this matter in detailed and identify action points.
6. The Chairperson impressed upon the members that a parent sends the child to school for getting educated. Other support elements are to help child learn better. If all these other elements become the focus of schools, parents are likely to be unhappy about it and all those who are concerned about their children would prefer to enroll them in schools where they believe that children will get properly educated.(Minutes:4<sup>th</sup> Meeting para.1)
7. The Chairperson observed that Teachers performance measurement was done through the annual examination results and there is no substitute on this count. The No detention takes away the focus of teacher as well as supervisor from teaching and learning outcomes. School Monitoring and inspection is focussed only on issues like enrolment, attendance, record keeping, mid-day meals, incentive distribution, construction work etc. leaving teaching-learning to a back seat and the basic objectives of schooling is compromised.
8. The Education Minister Assam noted that though he supports both CCE and No Detention policy but it leaves parents to have no system to monitor the progress of child till Class IX which will be very late to remedy. (Minutes of 2<sup>nd</sup> Meeting -para.4).

9. The Committee examined the recommendations of Parliamentary Standing Committee on HRD on the No-Detention provision.(3<sup>rd</sup> Meeting 14.2)
10. Dr. Kiran Devendra NCERT noted that Child should be trusted and cannot be faulted for the deficiencies in the system. For quality education, she emphasized the need for improving teaching-learning methodology not the introduction of detention policy. She also shared her experiences of teachers academic leadership ensuring good learning levels even under difficult circumstances (Minutes: 3<sup>rd</sup> Meeting para.4 and 4<sup>th</sup> meeting para.12; 5<sup>th</sup> Meeting p.5).
11. Prof. Nargis Panchpakesan noted that the child is failing because of the system. If system is good why does a child will fail. Therefore there is no justification to detain a child. She further noted that most of the children presently going to Government Schools are from marginalised groups and will be affected under detention policy. She strongly suggested finding ways to ensure teachers performance to reflect in children performance. She observed that there is no comparative study to provide evidence of learning achievements before and after the introduction of No detention policy and 3 years is a very short time to judge policy implications. Pressure should be on teachers to perform and make teaching-learning interesting but not on the child to take high stakes exams. She questioned whether failing the child will improve the education system? (Minutes; 3<sup>rd</sup> Meeting, 4<sup>th</sup> Meeting para.11& 5<sup>th</sup> Meeting)
12. Dr. Vinod Raina, BGVS argued that there is no evidence that detention enables learning. Once demoralised child's capacity and performance is affected forever. He strongly felt that there is a need to collate evidence on the impact of detention before saying that No detention is a bad policy. He informed that from experience the states that are following detention (pre-RTE) are not proven to be academically better than those states that are following No detention.(4<sup>th</sup> Meeting).
13. Dr. M. Ariz Ahammed Director MHRD reiterated the mandate of the Sub-Committee viz., *assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention*

*provision in the RTE Act before the sub-committee and submitted the following for consideration.*

- a) Much of the mis-understanding about No-detention policy is for the reason of looking at it in isolation of other RTE provisions of school infrastructure, teachers provision and their training, academic support etc. It is a justiciable commitment of the nation to every child to provide quality education with a guarantee to ensure expected learning outcomes and it is not just a statement of commitment but a package -providing teachers, pedagogy, CCE, infrastructure, capacities, school working days and teacher hours, redressal and processes including monitoring.
- b) Governance deficits and weaknesses in the system demands course correction with the growing administrative, social and judicial pressure for accountability and performance.
- c) Emphasis should be on what is beneficial to the child and for his/her learning. School should be the most child friendly institution and cannot and should not be an institution which children dislike and which invites discomfort.
- d) He underlined that child's attendance, learning and the quality of education depends upon the following viz.,
  - (i) Educational governance viz. Rational deployment and recruitment of teachers, unburdening of teachers from non-academic activities, improved teacher service conditions, professional development and fixation of performance accountability of teachers, teacher educators and educational administrators and schools;
  - (ii) Enabling learning condition viz., regularity of teacher, timely provision of text books, adequate school working days and teaching-learning hours, basic school infrastructure, non-discriminatory and non-threatening environment, reading material, uniforms etc.;
  - (iii) Effective School leadership

- (iv) Effective and interesting class room transaction providing opportunity for every child.

•  
He further observed that penalizing the child for his/her inadequate /weak learning instead of correcting the systemic defects is like throwing out the baby with the bath water.

e) *He shared the in-country and global research on No-detention.* He informed that no published evidence could be found to prove that detention helps the learning and shared the global studies. *The UNESCO Wasted Opportunities: When Schools Fail Repetition and drop-out: in primary schools (1998) Education for All-Status and Trends 1998 (p.37-40) noted that the negative effects of repetition largely outstrip the expected benefits and observed no absolute relation between retention policies and overall pupil achievement. It noted that pupils in the Scandinavian countries and Japan, which have done away with grade repetition, typically perform well above the international average on comparative examinations. The report further noted that the evaluation of pupils' achievement should be continuous, with the aim of detecting and compensating learning difficulties rather than selecting pupils for promotion (p.39). The report also noted the research finding of Lindaarling-Hammond and Beverly Falk (November 1997) that why repetition does not work: Grade repetition presumes that the problem, if there is one, is attributable to the child rather than factors such as the quality of teaching or the school setting. The report also noted that significantly, retention rates for children from low income families are at least twice as high as those for children from high income families. Since children from poor families are less likely to receive instruction from well-qualified and highly effective teachers, their academic difficulties are exacerbated, not solved, by grade retention.*

f) Basic premise of proponents of Detention policy is that the detention provides the pupils additional time to learn material that they failed to master the first time and the repetition is thus seen as a remedy for slow learners. Whereas research indicates that the

negative effects of repetition largely outstrip the expected benefits. Further repetition is seen as wasteful as it reduces the intake capacity of the grade in which they repeat and thereby prevent other children from entering school or cause over-crowding of class rooms, thus increasing the education costs.

- g) He finally outlined that No-Detention provision is not an invention of the RTE Act, 2009 and is not aimed at abolishing repetition by an administrative stroke as misunderstood by some, but is an understanding developed based on scientific evidence both in the country and globally and has been part of our national education policy framework for decades. The RTE Act, 2009 has only made the policy decision a justiciable.

#### **State /UT Governments observations on CCE and No detention -**

1. **West Bengal:** The School and Higher Education Minister, West Bengal (Sri.BratyaBasu) informed the Sub-Committee that the State has been following the No-detention policy for Primary Education since 1981 based on the recommendation of Himanshu Bimal Majumdar Committee (1981) and has been following no detention since RTE Act, 2009 effective date. He further reported that the State is following CCE and using assessments for the diagnosis of learning gaps. He requested Government of India to increase the funding under SSA and for CCE. ( 5<sup>th</sup> Meeting point.3/p.2).
  - The Principal Secretary, Education, West Bengal (Mr.Arnob Roy) informed that the Government supports both the No detention and CCE policy. He suggested that a study may be undertaken on the impact of No detention and Quality and parental perception on Government and Private Schools for improving education including that of Children with Special Needs (CWSN).(5<sup>th</sup> Meeting/13).
  - The SPD West Bengal (Sri. C. D. Lama) noted that the detention policy makes the failed children enter the child labour force and

emphasized the need to make the system perform. (5<sup>th</sup> Meeting/14).

- The Chairman, Expert Committee on Curriculum, Syllabus and Text books, West Bengal (Sri. Aveek Majumdar) questioned why should child be punished for the defects in the education system?
2. **Uttar Pradesh:** The Principal Secretary, Uttar Pradesh Government strongly supported the CCE and offered a number of suggestions for proper implementation viz., appointment of teachers, orientation of teachers and Education Administrators, teacher grants for remedial teaching, support to Head Masters, substitute teachers in cases of Women teachers on maternity leave, institutionalisation of teacher accountability and improvement in student attendance.(Minutes:3<sup>rd</sup> meeting para.6).
- The Director, SCERT UP (Sri. S. Vikram. B. Singh) informed that 40% of parents in the state are not happy with Government schools and enrolments are declining, based on a study (5<sup>th</sup> Meeting/12)
3. **Haryana:** The Principal Secretary, Education, Haryana listed the pre-requisites of CCE **(a)** proper teacher –pupil ratio, **(b)** well trained teaching community on CCE, **(c)** timely availability of CCE record materials and **(d)** regular attendance of teacher and student. Further she suggested the importance of –CCE workshops to bring acceptability of teachers and teacher educators, capacity building and empowerment of teachers, revision of NCERT text books, inclusion of CCE in pre-service teacher education, revision of teacher performance system and funding for additional cost.

Further she noted that in public perception, RTE has created a situation where the student as well as the teacher has no incentive or disincentive to perform or otherwise. She emphasized the necessity of some fear of adverse outcome of non –performance must be there. In the absence of performance stress there cannot be performance. As child starts becoming mature in thinking especially of Upper Primary

Classes, the system of incentives linked to performance and disincentive linked to non-performance must be comprehended by her. If no such preparation is done then it will put undue performance pressure on the child when she faces the first public examination at Class 10 level. She reiterated that though the detention by itself will not lead to improvements in education quality but the fear of detention does provide the due stress on child to ensure attendance and learning. This issue assumes greater significance when viewed in context of teacher performance.

She requested MHRD to counter ASER data objectively and criticised that the Planning Commission, New Delhi is using the ASER data extensively in their reporting and discussions lending a lot of credibility to this report which is not necessarily based on valid statistical methodology as has been mentioned by MHRD and NCERT. (Minutes: 3<sup>rd</sup> meeting para.13, 4<sup>th</sup> meeting para.10, 5<sup>th</sup> Meeting/17).

4. **Assam:** The Mission Director, SSA Assam opined that like special training for Out of School children, remedial instructions may be provided for the children who fail to reach the prescribed learning indicators. Further the meeting emphasized the importance of learning indicators class wise and noted that at least 75 % attendance of children should be made mandatory on the part of students.(Guwahati Meeting.p 6 & 7).
5. **Kerala:** The Head, Pedagogy SCERT Kerala informed that the state has been implementing CCE since 2000 and has been providing on-site support (Minutes 3<sup>rd</sup> Meeting para.7).
6. **Karnataka:** The SCERT Karnataka informed that the state has been implementing CCE since 2002 under the name Chaitanya and has been renewed since 2011-12 with more orientation programmes viz., Niranthara, Sadhana and SadhanaPushti over a period for all teachers and teacher educators and is providing onsite support to teachers and

- is partnering with UNICEF. The state noted that the two successful interventions are simplification of documentation and orientation of supervisory officials (CRC, BRC, BEO and DEO). (Minutes:3<sup>rd</sup> meeting para.8).
7. **Rajasthan:** The SPD Rajasthan informed that the detention as an option should remain with the teacher as a last option. The CCE is resource intensive with approx.cost Rs.8000/- per School, while the financial resources are very scarce in the present circumstances.(Minutes:3<sup>rd</sup> Meeting para.9).
  8. **Chhattisgarh:** The SCERT Chhattisgarh while noting that CCE is very good for assuring quality education listed a number of limitations viz., shortage of Science and Mathematics Teachers, orientation of teachers and educational administrators on CCE and No detention, additional cost per child etc. (Minutes: 3<sup>rd</sup> Meeting para.10)
  9. **Gujarat:** The Principal DIET Gandhi Nagar, Gujarat informed that CCE was piloted for one year and scaled up across the states in all classes 1 to 8. A package of instructions, formats and child portfolio etc. are prepared. It was noted that the CCE is in evolving stage and more work is needed.(Minutes:4<sup>th</sup> Meeting para.4)
  10. **Tamilnadu:** The SPD Tamilnadu informed that the State has been following No Detention Policy up to class 8<sup>th</sup> Standard and noted that the detention of child will demoralise and affect the self esteem and lose interest and CCE prevents absenteeism. For CCE steps have been initiated to train the teachers for assessing the children. Trimester pattern is being followed. He requested the support of NCERT. (Minutes: 3<sup>rd</sup> meeting para.5).
  11. **Arunachal Pradesh:** The SPD Arunachal Pradesh (Sri. R. K. Mishra) informed that the State is implementing CCE and No detention as per RTE Act, 2009. He observed that no detention in isolation will be

inadequate unless it is supported by good teaching-learning which can keep the children interested and learning meaningful including the use of ICT to make it interesting. He enumerated challenges in CCE implementation viz., rationalisation of teachers, in-service teacher training, proper PTR, comprehension of CCE by the teachers etc.(5<sup>th</sup> Meeting p.4)

12. **Mizoram:** The Commissioner & Secretary to the Government of Mizoram (Sri. K. Lal NghInglova) noted that the state fully supports No detention and CCE policy.

The SPD Mizoram (Sri. Lal Hmachhuana) informed that the State is implementing No detention and CCE in right spirit. The state CCE includes formative, summative and practical assessments. He further reported that attendance marks have been included in the progress report. (5<sup>th</sup> Meeting/7).

13. **Sikkim:** The SCERT Sikkim representative (Sri. S. B. Singh) noted that the State has been implementing the No detention and CCE policy since 2010. He noted that No detention in isolation is not good but in conjunction with CCE it is the best offer available before us. If a child is detained she/he will leave the school and enter the world of child labour. At least under No detention the child is retained in the school system providing an opportunity for learning under CCE (5<sup>th</sup> Meeting/p.9).

14. **Tripura:** The Principal Secretary, Education, Tripura (Sri. Banamali Sinha) informed that No detention is working as a dis-incentive for parents, teachers and children and discouraging the child and teacher to be regular to school affecting the attendance. However state is in favour of CCE. He illustrated problems in the implementation of CCE viz., viz., shortage of teachers, untrained teachers, limited DIETs and

B.Ed. colleges and limited instruction hours due to the paucity of classrooms as schools have to work in two shifts.(5<sup>th</sup> Meeting p.10/4).

15. **Himachal Pradesh:** The Director, Elementary Education Himachal Pradesh (Sri.Alok Sharma) noted that despite low qualifications and low pay, the private school teachers are performing better than Government schools. Government schools are failing to perform for the reason of no accountability. No detention further reduced the pressure to perform. He circulated the State Government letter to MHRD and the Vidhan Sabha resolution on the necessity of examinations. (5<sup>th</sup> Meeting/11).

16. **Andhra Pradesh:** The Director SCERT Andhra Pradesh (Dr. Gopal Reddy) informed that the State has been following No-detention for very long since 1970 and the state supports both the No-detention and CCE policy. He noted that 3 years of RTE is very short time to study the impact of pre- and post-RT E and noted that the CCE is an evolving concept and provides teachers with immense possibilities of work with the children. (5<sup>th</sup> Meeting/16).

#### **Observations of Teachers Federation: AIPTF**

- Sri. Rampal Singh, President, All India Primary Teachers Federation observed that detention not only demoralises the child but also causes wastage of human and material resources of parents, government and the child and suggested a number of measures for an effective CCE viz., filling up of teacher posts, not to engage teachers in non-academic activity, NCERT support on CCE, strengthening of School inspections and quality monitoring etc.(Minutes: 3<sup>rd</sup> Meeting para.5)

#### **Observations of selective Schools: Rishi Valley Education –**

- Teachers from Rishi Valley Education Centre, Bengaluru explained salient features of their philosophy viz. Each child is unique, Individualized learning- One size doesn't fit all, Exploration and

discovery, Dynamic curriculum, “assessment “ based on observation on a daily basis; not restricted to skills and academic subjects, an essential component of assessment - ensure that it takes place in a cordial atmosphere where there is no room for fear and inhibition in the child, It is natural when the relationship between the adult and child is based on human-to-human values and not position to position, Shall not be performance oriented. Their child portfolio is descriptive with neither marks nor grades.

- Areas of assessments are -treating the child as a person, Involvement, participation, Care, responsibility, Hand on method, Arts, aesthetics, physical intelligence, Excursions, field trips, Child behaviour, routine adaptation, free time interests, Child personality, involvement, food habits, responsibility, regularity to school, work habits, use of imagination in educational area, language, articulation of thoughts, hand writing, cursive writing , nature walk, sensitization of children to school environment, etc.
- The Sub-committee noted that this model requires intensive involvement of teacher with the child and an equal support from the family or parent .The teacher pupil ratio in Rishi Valley type model would be nearly 1 teacher for 10 or12 students. Another requirement is continuous training and capacity building of teachers for making this system a success. It was agreed that certain elements from their pedagogical system could be absorbed which could be successfully incorporated with teacher capacity building. However replication did not appear feasible keeping in view the resource requirement of such a model.

**Observations of Non-Governmental Organisations:** Azim Premzi Foundation

- Azim Premzi Foundation representative observed that there is earnestness among the teacher and teacher educators to understand CCE but are overwhelmed by its technicalities and terminologies, documentation and over emphasis on Summative assessment. She suggested inadequacies in teacher and teacher educator/ educational administrator monitoring and mentoring and emphasized the importance of pre- and in-service engagement with CCE for sustainable impact.(Minutes:3rd Meeting para.6).

**MINUTES OF THE 1<sup>ST</sup> MEETING OF THE SUB-COMMITTEE OF CABE FOR ASSESSMENT AND IMPLEMENTATION OF CONTINUOUS AND COMPREHENSIVE EVALUATION (CCE) IN THE CONTEXT OF THE NO DETENTION PROVISION IN THE RTE ACT, 2009, HELD ON 06.8.2012.**

1. The 1<sup>st</sup> meeting of the Sub-Committee of CABE for assessment and implementation of continuous and comprehensive evaluation (CCE) in the context of the no detention provision in the RTE Act, 2009, was held on 06.8.2012 under the Chairpersonship of Smt. Geeta Bhukkal, Hon'ble Minister of Education, Government of Haryana. List of participants is enclosed at *Annexure - I*.
2. Shri P.K. Tiwari, Director, Department of School Education & Literacy welcomed the members of the Sub-Committee and informed that the Sub-Committee is required to submit its report in three months time.
3. The Chairperson expressed the view that it is necessary to obtain the views of all the States/UTs on the issue. Shri Himanta Biswa Sarma, Hon'ble Education Minister, Government of Assam endorsed the view and observed that the concept of CCE is good, but states are faced with various problems in implementing it. The school system, he observed, is not adequately prepared to implement the CCE and that is why there are concerns that the quality of education would be affected adversely if children are promoted automatically. These concerns will have to be understood properly and addressed effectively to ensure seamless

transition from the existing system to the one prescribed under the RTE Act.

4. Prof. Nargis Panchpakesan drew the attention of the members to the fact that there is no evidence that the quality of education or learning achievement of children was better with the system of detention. She also mentioned that on the contrary, studies have shown that CCE helps the academic progress of the children. Expanding the point further, she observed that we have to understand the real purpose of the assessment system i.e. the timely diagnosis of the problems of the children to facilitate required support to them. The present examination system focuses on what children do not know, whereas the focus on the assessment system should be to find out what children know and are capable of. Only CCE can make it possible.
5. Director, SCERT, Uttar Pradesh supported the view and said that it was only a miniscule, but vocal section of teachers who are opposed to the implementation of CCE and some of the concerns of the parents are basically due to the fact that CCE is still in the process of being rolled out.
6. Shri Brijmohan Agrawal, Hon'ble Minister for School Education, Chhattisgarh, said that conceptually CCE is unassailable; the challenge is to have an effective implementation strategy. Schools faced with the problem of overcrowding, shortage of teacher and multi-grade situation are not in a position do justice to the CCE which implies individual attention to the each and every child.
7. The chairperson said that we should first have the comments of the State/UT Governments on the progress made so far by them in the implementation of CCE and no detention provision and challenges faced by them with suggestions to address those challenges. Hon'ble Education Minister, Assam, further, suggested that states should be asked to consult various stake-holders like teacher unions, academics

etc. before finalizing their comments. The Chairperson was of the view that the MHRD should invite suggestions from general public too through notice on its website.

8. It was decided unanimously that the comments of the states/UTs would be sought within a month by giving them a format and notice for inviting suggestions. The next meeting of the Sub-Committee can then be held in the second week of September, 2012.

The meeting ended with thanks from and to the chair.

**MINUTES OF THE 2<sup>nd</sup> MEETING OF THE SUB-COMMITTEE OF CABE FOR ASSESSMENT AND IMPLEMENTATION OF CONTINUOUS AND COMPREHENSIVE EVALUATION (CCE) IN THE CONTEXT OF THE NO DETENTION PROVISION IN THE RTE ACT, 2009, HELD ON 10.10.2012.**

1. The 2<sup>nd</sup> meeting of the Sub-Committee of CABE for assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the RTE Act, 2009, was held on 10.10.2012 at Haryana Bhawan, Copernicus Marg, New Delhi, under the Chairpersonship of Smt. Geeta Bhukkal, Hon'ble Minister of Education, Government of Haryana. List of participants is enclosed at ***Annexure - I***.
2. Dr. Maninder Kaur Dwivedi, Director, Department of School Education & Literacy, Ministry of HRD welcomed the members of the Sub-Committee and informed that States had been requested to furnish the format latest by 20<sup>th</sup> September, 2012 for collecting their responses/comments on CCE and no detention policy. However, responses from only seven states had been received.
3. The Hon'ble Education Minister of Haryana observed that before any opinion is formed by the Sub-Committee, it is important to have wider consultations with different stake holders, so that Committee's report is prepared on the basis of a well-informed opinion. She mentioned about several representations and comments that she received in the

past giving their views. The comments could also be obtained through website if need be. Most important issue to be addressed is the misconception of parents, teachers and general public that with implementation of RTE there will be no exams and therefore neither students nor teachers will be under any obligation to perform. It has been generally expressed that no detention policy is likely to impact quality of education. All these apprehensions can be taken care of by proper implementation of CCE. However, currently there was a lot of confusion and ignorance about the system. It would be appropriate to obtain status of implementation of CCE from all the states and incorporate their views while preparing the report. She further suggested that the information collection format circulated earlier can now be reviewed by the sub-committee in the meeting .If any changes are required by members, it will be revised accordingly. Since response is yet to be received from most of the states, it can be collected on the revised format.

4. The Hon'ble Education Minister of Assam informed that they are seeking the approval of the State Cabinet before forwarding the comments on CCE. They support both CCE and no detention policy, as mandated in the RTE Act, 2009. However, with implementation of no detention policy, parents would have no system to monitor the progress of their child. Only in the year nine of schooling, the actual level of child's educational competence would be publicly revealed. That may be too late a stage as the child would have already spent so many years. It is important therefore to implement CCE in a manner that performance of the child on acquiring competencies is assessed constantly and correctives made as required. Similarly there is a need to fix the accountability of teachers. A mechanism is needed to monitor the performance of teachers in enhancing the educational level and competencies of the child. Hon'ble Education Minister of Chhattisgarh supported the idea of continuous evaluation to assess the competency level of children.

5. Hon'ble Minister of Bihar raised the issue of availability of teachers as per norms for successful implementation of CCE. In his state there is still a shortage of trained teachers and the state is mobilizing resources for implementation of RTE. It is important that resources are used for education of children properly.
6. Dr. Kiran Devendra, Professor and Head, Department of Elementary Education, NCERT stated that most of the teachers oppose a new thing like implementation of CCE in the states. The Chairperson stated that the teacher's accountability is diluted as there is no detention of children up to class eight. It was necessary to address the issue of performance assessment of teachers in this context.
7. Hon'ble Education Minister, Assam advocated the need for evaluation, somewhere in the midway between classes 1 to 8, for assessing the learning levels and standards of schools. It can be put in place without disturbing the basic structure of the RTE Act, 2009. This would give opportunity of mid course correction.
8. Hon'ble Education Minister, Chhattisgarh stated that there are large number of single teacher schools in the State and these schools close when the teacher goes on leave/duty. Hon'ble Education Minister, Bihar also stated that in some schools, the Pupil Teacher Ratio exceeds even 1:100. In such situation, the teacher may not be able to evaluate continuously and comprehensively.
9. Hon'ble Education Minister, Assam stated that after the assessment, remedial measures may be put in place. He stated that more than 40,000 candidates have passed Teacher Eligibility Test (TET), but they are not willing to serve in the far flung places in the state.
10. Hon'ble Education Minister, Chhattisgarh stated that most states have appointed contract teachers, who are paid less as compared to their regular counter parts. The Sub-Committee should also look into this aspect of recommending uniform salary package across the country. Hon'ble Education Minister, Bihar raised the question regarding fund

availability for paying regular teacher's salary for all the contract teachers, both at central and state level.

11. Director, SCERT, Uttar Pradesh clarified that the CCE does not prohibit the periodical examinations.
12. The Chairperson stated that common evaluation at the end of third, fifth and eighth standard and grading of children may be considered to assess the child's competencies. The evaluation would help in taking remedial measures as needed. The exam need not be text book based.
13. Director, MHRD stated that CCE modules have been developed by many states and two states were present, namely Chhattisgarh and Uttar Pradesh. NCERT is also working on an exemplar CCE module for all states. Director, SCERT, Chhattisgarh intimated that the CCE module speaks about two types of evaluations, scholastic and non-scholastic. On the basis of six monthly and annual tests, children are graded, from A to E. Director, SCERT, Uttar Pradesh stated that the report cards were prepared earlier on the basis of the marks obtained by the children. The Chairman suggested that the Report Cards in various States sent by schools to the parents should be collated and exemplar for this also developed by SCERT.
14. The Chairperson mentioned that Haryana is among the pioneer states who have developed the CCE system and also rolled it out systematically. The rolling out has involved elaborate teacher training also as it is a relatively new concept of assessment and teachers are not well aware of the same. However, even after the first round of training, several gaps are there. Monitoring of implementation has revealed the mechanism which needs to be evolved for its successful implementation. Existing monitoring structures of school education system need to be strengthened. It was mentioned that the BRC-CRC structure created under SSA could be utilized for implementing the CCE. The format prepared for collecting information from states takes into account all such steps required in CCE implementation to get views of the states on all relevant issues.

15. Haryana team made a presentation on the modified version of the format circulated earlier. Members appreciated the format and suggested some changes linked to feedback on implementation of CCE and also CCE Monitoring. It was observed that a guidance note would also be needed to facilitate filling up of the format. Alternately, a one-hour session could be incorporated in the proposed NCERT Workshop of states on 19<sup>th</sup> October.
16. The Education Minister, Assam requested the Chairperson to write demi-officially to all states enclosing therewith the revised format giving them one month time for furnishing their comments on the format. The point regarding conducting evaluation tests at the end of third, fifth and eighth standard may also be incorporated in the revised format. The Chairperson agreed to this.
17. The Chairperson directed that format sent earlier to the States be revised and information collected again. The States should be asked to consult their Hon'ble Ministers before sending the reply. The NCERT will collate CCE modules of various states and present the progress therein in the next meeting.

The meeting ended with thanks from and to the chair.

## LIST OF PARTICIPANTS

1.	<b>Smt. Geeta Bhukkal,</b> Education Minister Government of Haryana E-mail - <a href="mailto:edum@hry.nic.in">edum@hry.nic.in</a>
2.	<b>Shri Himanta Biswa Sharma,</b> Education Minister, Government of Assam
3.	<b>Shri Brijmohan Agrawal,</b> Minister for School Education, Government of Chhattisgarh
4.	<b>Shri Prashant Kumar Sahi,</b> Minister of Human Resource Development, Government of Bihar
5.	<b>Smt. Surina Rajan,</b> Principal Secretary, School Education , Government of Haryana
6.	<b>Dr. Maninder Kaur Dwivedi,</b> Director, Department of School Education & Literacy, Ministry of Human Resource Development
7.	<b>Shri Pankaj Yadav,</b> State Project Director, HSSPP, Government of Haryana
8.	<b>Dr. Kiran Devendra</b> Professor, NCERT, 182, Madan Lal Block Asian Games Village New Delhi-110 049. M./ Ph no - 9871544949(M) 26493767(R) E-mail - <a href="mailto:dee.ncert@nic.in">dee.ncert@nic.in</a>
9.	<b>Mrs. Sunita Chugh,</b> Coordinator, Department of Comparative Education & International Cooperation,

	NUEPA
10.	<b>Shri Mahendra Singh</b> Director, SCERT Phone - 0522-2780385, 0522-2781125 (F). Lucknow, U.P. E-mail - <a href="mailto:dscertup@gmail.com">dscertup@gmail.com</a>
11.	<b>Shri A Satyanarayana Reddy,</b> Director, State Council of Educational Research & Training (SCERT), Opp. To LB Stadium, Hyderabad, Andhra Pradesh-500001. Office Phone: 040-23243191, Fax : 23231283 Email: <a href="mailto:apscert@yahoo.com">apscert@yahoo.com</a>
12.	<b>Shri Anil Rai,</b> Director (SCERT) Chhattisgarh
13.	<b>Smt. Sneha Lata,</b> Director, SCERT, Haryana
14.	<b>Shri N. K. Salwan,</b> Director, Board of School Education, Haryana
15.	<b>Mrs. Shaista Dhanda,</b> REAP, SCERT
16.	<b>Mrs. Harini Kannan,</b> J-PAL, (HEP)
17.	<b>Dr. Manoj Sharma,</b> EESR, SCERT, Haryana

No. 20-6/2012-EE-17

GOVERNMENT OF INDIA

MINISTRY OF HUMAN RESOURCE DEVELOPMENT

DEPARTMENT OF SCHOOL EDUCATION AND LITERACY

Shastri Bhawan, New Delhi

SUBJECT	PROCEEDINGS OF THE 3rd MEETING OF THE SUB-COMMITTEE OF CABE FOR ASSESSMENT AND IMPLEMENTATION OF CONTINUOUS AND COMPREHENSIVE EVALUATION (CCE) IN THE CONTEXT OF THE NO DETENTION PROVISION IN THE RTE ACT, 2009,
Date	31.05.2013 from 11.00 AM TO 4.00 PM
VENUE	CONFERENCE HALL, HARYANA BHAWAN, NEW DELHI
Participants	Annexure-I

Smt. Geeta Bhukkal Hon'ble Minister for Education, Haryana and Chairperson of the CABE Sub-Committee constituted vide Department order. No.F.20-6/2012-EE.17 Dated 5<sup>th</sup> July 2012 chaired the meeting.

Ms. Vrinda Sarup, Additional Secretary, (SE&L), MHRD welcomed the members of the Sub-Committee and invitees. She further informed the members that as desired by the Chairperson 7 State Education Secretaries viz., Karnataka, Kerala, Maharashtra, Meghalaya, Rajasthan and Uttar Pradesh had been invited to make presentations of their Government's views on the status of CCE implementation and no detention and also invited Mr. Ram pal Singh, President All India Primary Teachers Federation for their observations and suggestions on CCE implementation and No-Detention.

Proceedings of the Meeting were as follows: -

1. **The Chairperson:** The Chairperson formally welcomed the members and the invitees. There after she outlined the mandate of the Sub-Committee and stated that Education is one of priority

sectors and most of the States are implementing the Right of Children to Free and Compulsory Education Act, 2009 in right earnest despite financial constraints. While thanking the Union Government for enacting the RTE Act, 2009 she noted the importance of a proper communication strategy to inform the public about various provisions of the Act and its empowerment to the parents and children for assured quality education and to clear the misgivings especially on No Detention and Continuous and Comprehensive Evaluation (CCE). She emphasized the importance of political will to translate the RTE Act into results supported by funds and mobilization and motivation of teachers, educational administrators, parents and the community at large. She also informed that she had personally written letters to all the States to provide their responses to the committee's questionnaire. She requested the members and special invitees to express their opinions freely without any hesitation.

2. With the permission of the Chairperson, Dr. M. Ariz Ahammed, Director, DSEL, MHRD and the Special Invitees to the meeting spoke and gave their respective presentations. A brief of their presentations / views / observations are outlined below:-

3. **The Director, MHRD -**

- He presented the progress made till date by the CABE Sub-Committee and the decisions of 2 earlier meetings and analysis of State/UT responses received against two different formats.
- Outlined the No detention policy as stated in the National Policy on Education 1986/92.
- Drew the attention of the members that even before the promulgation of RTE Act, 2009, except 7 States/UTs all the other States/ UTs were implementing the NO DETENTION till different grades.
- Listed the various misconceptions related to No detention and CCE.

- Emphasized that the major misgiving has been to see the No detention policy in isolation of various right based provisions of the RTE Act which are binding on the Government.
  - Copy of the presentation was circulated to the members and invitees present.
4. **Dr. Kiran Devendra, Professor and Head, DEE, NCERT: -**
- The NCERT had developed source books and had been shared with the State / UT Governments for their adaptation.
  - The CCE should be seen as an assessment tool for learning and should not be seen as a burden.
  - There is no need to create anxiety and fear in the name of examinations and detentions among the children and affect their morale and learning outcomes.
  - Expressed concern that many schools are conducting more number of tests in the name of CCE.
  - The NCERT exemplar on CCE has been shared with the States.
5. **Shri Rampal Singh, President, All India Primary Teachers Federation:** In his presentation strongly favoured the No detention and CCE provisions of the RTE Act with a rationale that it not only demoralizes the child but also causes wastage of human and material resources of parents, government and child. He suggested a number of action points for effective CCE viz.,
- Inadequacy of Teacher Workforce and the need to enforce the PTR norm of RTE Act. He reported that more than 1 million teacher posts are vacant. He expressed concern that in some states such as Assam, Jharkhand, Punjab, Sikkim etc. the number of single teacher schools increased between the years 2010-11 to 2011-12.
  - Not to engage the teachers in non-academic activities in compliance to the Section 27 of the RTE Act and the Supreme Court Judgment which prohibited engagement of teachers in non-academic activities during the school hours.

- Requested the NCERT to offer practical sessions on CCE for better understanding.
- Emphasized the need for strengthening school inspections and quality monitoring.
- Besides a number of suggestions were made for improving the elementary education scenario in the country.

6. **Shri Sunil Kumar Principal Secretary, Government of Uttar Pradesh:** He held that there are no two opinions on CCE so it should be continued. However there is a need to work on a number of areas for its successful implementation viz.,

- Proper orientation to teachers and administrators on CCE for its better understanding and its emphasis on remedial teaching for average and below average child.
- Teacher grants should be allowed to use for providing additional resource support to remedial teaching.
- Expeditious appointment of teachers to achieve the PTR norms of RTE Act in all the schools.
- Need to support the School Head masters in their administrative work like that of Aided / private schools.
- Need to consider substitute teachers esp. for women teachers (who constitute 30% in the state) when they go on maternity leave.
- There is a need to build institutionalized teacher accountability.
- To improve student attendance (presently it is ^ 55-65% in UP) for effective results.

7. **Mr. R.Nair, Head of Pedagogy Kerala:**

His presentation focused:

- Kerala has been implementing CCE since 2000.

- The state had developed A Student Assessment Manual – circulated to all the teachers in local language and is providing on-site support (OSS) to teachers under CCE implementation.
- The evaluation is aimed at processes, performances and products.

**8. Mr.Hariprasad, SCERT Karnataka:**

He made the presentation stating that

- The state has been implementing CCE since 2002 under the name Chaitanya but sincere efforts have been put up since 2011-12.
- A number of CCE orientation programmes were undertaken targeting 2.28 Lakh teachers and teacher educators viz., Niranthara (5 days on CCE concept and theory), Sadhana (3 days-CCE in class rooms) and Sadhna Pushti (2 days-CCE for effective classroom transaction) over a period.
- The teachers are supported with onsite support and digital resources (Karnataka Open Education Resources).
- UNICEF is supporting the CCE helpline based at DIETs on CCE and constructivism.
- The state is endeavoring various concerns of CCE for its better implementation viz.,
  - a. Documentation: simplified the formats including standardizing observation schedule.
  - b. Orientation of Supervising officials –CRCs, BRCs, BEO, DEOs and others using the SCERT studios and satellite channels.
- The State reported improved learning outcomes in the latest ASER report for the first time after a long gap.

**9. Mr. Bhaskar Sawant, SPD, Rajasthan (PPT is enclosed)**

He raised issues on CCE and its effective implementation in his presentation focussing the following points:

- Detention is the last resort option for the teachers. However the RTE denies even that option / autonomy of teacher.
  - CCE experience in small number of schools gave very good results but up scaling to 3000 schools yielded no difference.
  - CCE is resource intensive (approx.Rs.8000/ School) but the financial resources are very scarce.
10. **Mr. Anil Rai, Director, SCERT Chattisgarh**
- CCE is very good for assuring quality education but is affected with a number of limitations.
  - 75% of the schools in the state do not have Science, Mathematics and English teachers and are in serious shortage.
  - There is an immediate need for orienting the teachers and administrators to address misgivings on CCE and on No Detention and for their better understanding.
  - The CCE requires an additional cost of Rs.80-120/ - per child (Primary & Upper Primary) and it should be supported under SSA central funding.
11. **Shri Brijmohan Agrawal, Hon'ble Minister for School Education, Chhattisgarh** : While lauding the RTE Act, the Hon'ble Minister made the following observations:
- The CCE is a very good system to assure quality education for every child but the main constraint is resource availability to provide proper CCE.
  - There should be a separate head under SSA Central support for implementing CCE.
  - The teacher training budget should not be cut in the AWP&Bs.
12. **Prof.Nargis Panchpakesan**: She observed that CCE includes comprehensive evaluation aimed at timely diagnosis of the learning problems of each child and to take up corrective measures. The present examination focuses on what children do not know and is the source of anxiety and fear affecting learning outcomes.

13. Ms. Surina Rajan, Principal Secretary, Government of Haryana: She made the following observations viz.,

- Governments should undertake sensitization workshops to bring acceptability of CCE among the teachers and teacher educators.
- There is a need to revise the NCERT textbooks as well as assessment tools as per CCE.
- CCE should be made a part of Pre-Service Teacher Education. Their own assessment during their professional courses should be in CCE mode so that they can experience the system and internalize it.
- Teacher performance evaluation systems also need to be reworked so that objective performance appraisal systems in new set up keep the teachers well oriented.
- Introduction of CCE materials (report cards etc) have a cost implication. This needs to be funded under SSA.

14. <b>Suggestions made by the Chairperson and the members to be included in the final report:</b>		
1	The NCERT to organize regional workshops for the States/UTs on CCE. The State team should comprise of Directors of SCERT, DEE/DPE, Principals of DIETs, SSA officials and private schools.	The Chairperson
2	The State/UTs should ensure a minimum tenure of 3 years for the positions of DEE/DPE, SCERT and SSA for strengthening and consolidating the gains of RTE and CCE.	
3	There is a need to offer appropriate academic and administrative autonomy to the School Heads to raise the performance in this era of decentralization and competition.	
4	A communication strategy should be devised on RTE Act provisions esp. on No Detention and on CCE which should include orientation workshop for media personnel.	
5	Schools should hold Parents-Teachers meetings on quarterly basis to share the performance of children.	

6	An effective Child Tracking System should be institutionalized for CCE to deliver results	
7	The views of Parliamentary Standing Committee on HRD are to be noted.	
8	Public perception on the issue of 'No Detention" is generally negative .It is felt that this provision is taking away the pressure to perform from minds of both children and teachers .It is correct that children should not suffer from fear of examination but at the same time the incentive to perform should not be taken away. High performance as well as no performance needs to be brought on record in some manner which incentivizes achievement motivation among children	
8	The CCE should be included in the curriculum and syllabus of the Pre-Service Teacher Education viz., B.Ed., D.Ed.	Hon'ble Minister School Education Chhattisgarh

The meeting adopted the following decisions for the early finalization of stakeholder's consultations and finalize the report by July 2013.

S. No	Issue	Responsible	Timeline
1	To pursue with the States / UTs which could not submit their responses to the 2 <sup>nd</sup> format at the earliest.	Director, DSEL	30.06.2013
2	To invite Azim Premji Foundation and Rishi Valley to make their suggestions on CCE in the next CACE sub-committee	Do	4 <sup>th</sup> Meeting
3	To confirm the next meeting of the committee in June outside Delhi with a field visit.	Do	4 <sup>th</sup> Meeting
4	To make arrangements for the 5 <sup>th</sup>	Do	5 <sup>th</sup> Meeting

	meeting in July 2013 in North East India.		
5	The MHRD/TSG to prepare a draft report based on the proceedings and States/UTs views / feedback and to be circulated in the 4 <sup>th</sup> Committee meeting by email.	Do	4 <sup>th</sup> Meeting

The meeting ended with vote of thanks from the Chair.

The minutes have been approved by the Chairperson.

Encl: Annexure-I (Members and invitees of the Meeting)

Director,  
DSEL, MHRD

Copy to: -

1. All members of the CABE-Sub-Committee.
2. All Special invitees of 3<sup>rd</sup> Meeting of CABE Sub-Committee.

No. 20-6/2012-EE-17

GOVERNMENT OF INDIA

MINISTRY OF HUMAN RESOURCE DEVELOPMENT

DEPARTMENT OF SCHOOL EDUCATION AND LITERACY

Shastri Bhawan, New Delhi-110001

Dated 09<sup>th</sup> October, 2013

SUBJECT	PROCEEDINGS OF THE 4 <sup>th</sup> MEETING OF THE SUB-COMMITTEE OF CABE FOR ASSESSMENT AND IMPLEMENTATION OF CONTINUOUS AND COMPREHENSIVE EVALUATION (CCE) IN THE CONTEXT OF THE NO DETENTION PROVISION IN THE RTE ACT, 2009,
Date	27.06.2013 from 11.00 AM TO 4.00 PM
VENUE	CONFERENCE HALL, Chancery Pavilion, Residency Road, Bengaluru.
Participants	Annexure-I

Smt. Geeta Bhukkal Hon'ble Minister for Education, Haryana and Chairperson of the CABE Sub-Committee constituted vide Department order. No.F.20-6/2012-EE.17 Dated 5<sup>th</sup> July 2012 chaired the meeting.

Dr.M.Ariz Ahammed Director MHRD welcomed Smt. Geeta Bhukkal Hon'ble Minister for Education, Government of Haryana and Chairperson, Shri Prashant Kumar Shahi, Hon'ble Minister for Education, Government of Bihar; and Shri Brijmohan Agarwal, Hon'ble Minister for Education, Government of Chhattisgarh; Smt.Surina Rajan, Principal Secretary, Department of Education, Government of Haryana, Shri Umashankar, IAS, Commissioner of Public Instruction, Karnataka, SPD,SSA, Tamil Nadu and Representatives from Gujarat, MHRD, NCERT, Azim Premzi Foundation and Rishi Valley Education Centre and all the members present at the meeting.

Proceedings of the Meeting were as follows: -

**1.The Chairperson:** At the outset, the chairperson explained about the background of the constitution of Sub Committee in brief and about the issues in implementing CCE in the context of no detention provision in the RTE Act, 2009 to the members and the participants present. She raised the issue of public perception in respect of RTE which has become universal that no detention policy is adversely affecting quality of education in government schools. It was important to examine this issue in detail and identify action points needed to counter this perception. While the Act provided for introduction of CCE, in reality there was very little clarity on the concept and practical implementation strategy of CCE. Most of the states have introduced CCE in schools with available knowledge on the subject. However, in reality CCE requires a lot of background work in terms of preparing the assessment framework, reporting tools, building skills of teachers to perform this job. Teachers are used to making assessments in a particular manner and it will take them a long time and consistent training before they can switch to the new systems. Another aspect of equal importance is parental understanding and acceptance of the new system. Parents must have the confidence that children are learning in the schools. Annual school examination was a well understood system where the declaration of results certified the child's progress to the next level or class. However, as the new system talks of 'no detention' of children in class irrespective of the learning level and promotion based only on the years of schooling or age of the child, parents strongly feel that it takes away any pressure or incentive to perform away from the mind of both the student and the teacher. Teacher's performance measurement was also done through the annual examination results. There is no substitute mechanism on teacher performance assessment which has been developed or put in place. Unfortunately, this takes away the focus of teacher as well as supervisor from teaching and learning outcomes. What is monitored in such cases is whether other duties have been performed by the teacher or not. School monitoring and inspection also focuses only on issues like enrolment, attendance, record keeping, mid-day-meals, incentive distribution, construction work etc. In this entire process the teaching-learning takes a back seat and the basic objective of schooling is

compromised. A parent sends the child to school for getting educated and other support elements are to help child learn better. If all these other elements become the focus of schools, parents are likely to be unhappy about it and all those who are concerned about their children would prefer to enroll them in schools where they believe that children will get properly educated. During last meeting of the sub-committee also this issue was discussed at length and MHRD had agreed to the recommendation that a very strong public awareness campaign was needed on this issue.

The chairperson further illustrated the positive impact of "Pravesh Utsav" initiative of Haryana which has served as a good strategy to make parents aware of what the school was going to offer the child during the academic year. An entire list of entitlements has been prepared including the learning entitlements of children, these have been incorporated in a card, named "Shiksha Sarthi" which has been handed over to each child at the time of admission. It is card which has served as an effective communication tool between the school and parents. In addition, a detailed programme was worked out to ensure full transition of children between class 5 to 6, 8 to 9 and 10 to 11 if it involved a change in the school. The school head and teachers of incoming school went to the sending school to enroll these children and teachers from present school were deputed to go with children to new school on the first day. This has helped in restoring community confidence, enhanced enrollments and also helped in checking drop outs.

She further suggested that the good practices after the RTE Act, should be put in the public domain. Infact such space is currently covered by reports like that of ASER which are only highlighting that learning levels have declined across the country after RTE. Such reports, if not contested are accepted as 'truth' by general public even though there may be substantial methodological problems with them. There is a need to objectively analyse these reports. If these are correct, we need to find solutions to the problems highlighted. If these are incorrect then NCERT or MHRD must make efforts to bring reality to the knowledge of general public. In absence of the same much damage is done to the public schooling system and even though learning levels may be equally good or bad in private schools an image formation is done that parents should shift their children to private

schools. Even more than that, it speaks in favour of private tuitions after schools as the major strategy to improve learning outcomes of children whether in public or private schools which basically questions the relevance of current schooling systems. The MHRD should critically examine and oppose the ASER on the basis of National Achievement Surveys being done by the NCERT.

- a) In Haryana, non scholastic interventions and class readiness programme like joyful learning have increased the attendance in schools. It has also helped putting learning in a different perspective which is imbibed from various means in addition to the text-books. This has helped in clearly highlighting the competence based learning concept by linking the class readiness programme to the syllabus of the class through several identified activities. It has also helped teachers use their creativity in designing such projects and activities. This has also helped them understand the concept and implementation of CCE better as it has highlighted the aspect of non-scholastic activities.
- b) She further mentioned the role of awareness generation in bringing girls to schools should be considered as a safe place for girls as against sending them to agricultural field during school hours. If we are able to publicise this aspect of safety for the girl child we will have better retention of girls in the schools. In Mewat, female teachers have been deputed to attract girl children. Mewat has become the best performing district in the State, by introducing various programmes over last three years. Several interventions have been designed especially taking into account the local socio-cultural context and level of infra-structure.
- c) In order to have fast acceptability of CCE concept there is a need to have a web portal on CCE for onsite support to teachers and students. The States are facing administrative and financial problems in implementing the CCE. The financial requirements of implementing this system were projected by Haryana state in the PAB meeting of 2010 itself when SSA-RTE plan for the year was presented. However, GOI did not acknowledge the need for these

funds. As a result the additional burden of implementing it also had to be borne by the state government. It is likely that state would try to avoid this financial burden and this will result in poor implementation of CCE.

- d) Finally, the long term success and sustainability of the CCE would be assured only through relevant interventions in the 'teacher education' system. If the pre-service system itself uses CCE as a methodology of assessment, there will be appropriate skill building among the teachers. Haryana has already made a beginning in this direction. While the entire D.ed curriculum has been revised in accordance with NCFTE released by NCTE modules have specifically been inserted on CCE and remedial training linked to it. Haryana is also undertaking a pilot programme in two GETTIs to carry out assessment of D.ed students in CCE format. The learning's from this pilot programme will be incorporated in the statewide teacher education programme.
- e) Another major innovation which will have CCE in center stage in the teacher education is the introduction of Four Years Integrated Teacher Training Programme in a state funded new Teacher training Institute called -PRARAMBH. This will also help in streamlining the teacher education programmes and establish teaching as a professional career. She stated that the NCTE should not give permission for new B.Ed colleges of traditional types as the existing capacity in Haryana was more than the requirement.

## **2.Dr. Mahammed Ariz Ahammed, Director, MHRD**

It was informed that the copies of the minutes of the 3<sup>rd</sup> meeting of CABE Sub-committee have been circulated and requested the members for confirmation. The meeting thus confirmed the said 3<sup>rd</sup> Meeting's minutes.

Thereafter, with the permission of the chairperson, he made a presentation on the progress of CABE-Sub Committee proceedings and its decisions. The salient features of his presentation were as under:

- Presented the progress made till date by the CABE Sub-Committee and the decisions of 3 earlier meetings and analysis of State/UT responses received against two different formats.

- Outlined the No detention policy as stated in the National Policy on Education 1986/92.
- Drew the attention of the members that even before the promulgation of RTE Act, 2009, except 7 States/UTs all the other States/ UTs were implementing the NO DETENTION till different grades.
- Listed various misconceptions related to No detention and CCE.
- Emphasized that the major misgiving has been to see the No detention policy in isolation of various right based provisions of the RTE Act which are binding on the Government.
- A copy of the background material for CABE Sub-committee was circulated amongst members present.

3. With the permission of the Chairperson, the Special Invitees to the meeting spoke and gave their respective presentations. A brief of their presentations / views / observations are outlined below:

**4. Dr.T.S.Joshi, Principal, DIET, Gandhi Nagar, Gujarat**

- a) GCERT has been declared as the academic authority in the State.
- b) Continuous and Comprehensive Evaluation was piloted for one year and scaled up across the state for standard 1 to 8.
- c) Individual profile / portfolio of students are prepared at school level.
- d) A package of instructions and formats has been developed - however, CCE modality is in the evolving stage and more work is needed on it.
- e) CCE Assessment system:
  - a. No formal evaluation for Std-1 &2. Direct grading system is adopted for std-1&2
  - b. Indirect grading system is adopted for std-3 to 8. Learning Objectives wise assessment of students. 40% weightage on continuous evaluation through teachers' observation, 40% weightage on periodical tests by teachers and 20% weightage on project work, Self

Learning Book (workbook), assignment etc. Semester system is adopted for std-1 to 8

- f) On further interaction ,it came out clear that while the rollout has taken place from the state headquarters ,it is yet to sync in properly across schools .The situation seemed similar to whatever is the reality in most of the states where the new system has been introduced and efforts are being made to make it fully operational .There is also a need to understand as to how does this system impact the teaching time of the teacher if the individual profiling requires lot of documentation .Moreover ,the system of aggregation and monitoring was not clear.

#### **5. Shri Mohammed Aslam, SPD, SSA Tamilnadu**

- a) The State has been following no detention policy up to the class 8<sup>th</sup> standard. The detention of the child in any standard will demoralize and affect the self-esteem. This may result in student losing interest and the parents wary on the continuity of education of such children. The CCE prevents absenteeism. (Pupil teacher ratio is 1-26 in Tamil Nadu).
- b) The Government is extending a total of 14 number of incentives to the Children like periodic distribution of uniforms (four sets a year), bicycles, mid-day meals etc thus ensuring the optimum attendance in the schools.
- c) Steps have been initiated to train the teachers for assessing the children. Trimester pattern is being followed. This helps children in carrying less baggage to the school and back resulting in less fatigue.
- d) The text books are printed and distributed (through a corporation) to the children on the opening day of the school and the text books are made attractive and colorful.
- e) CCE is implemented in 35100 primary schools and 9102 model schools which helped in comprehensive evaluation of the students.

- f) Emphasis is given to the communication skills, talents and making learning a joyful experience by team work. Both formative and summative assessments are being done.
- g) In co- scholastic area, child needs to be supported by teachers.
- h) Requested NCERT to standardize the CCE core features involving all the States/ UTs including documentation for clarity.
- i) NCERT representative informed that the core package has already been finalized by it and shared with states. NCERT is also going to organize training sessions for the same and that will help the states in refining their own packages.

#### 6. Ms. Aanchal, Azim Premji Foundation

- a) Explained various activities and learning based on micro level interventions in three States/UTs viz., Uttarakhand, Puducherry and Madhya Pradesh.
- b) Terminology of CCE viz., formative, summative, diagnostic, remedial etc. needs to be indianised/simplified.
- c) Teachers are baffled with the documentation and are worried about the inspectors to see formats.
- d) There is **earnestness** in teachers, teacher educators and the overall system to understand CCE, however, in most cases they are overwhelmed by its technicality, such as creating indicators, filling in formats, figuring out the report cards, etc.
- e) While there is a lot of emphasis being given to training teachers on CCE, the **teacher educator/administrator/support system** responsible for monitoring/mentoring the program are not being sufficiently prepared for it.
- f) In most states implementing CCE there continues to be over-emphasis on **summative assessments**, comprising upto 60% of the overall weightage. Formative assessments comprise 40 %. Taking multiple tests FA 1, FA2, SA1, SA2 is being perceived as CCE.

- g) Sustainable impact of CCE will only be witnessed if our teachers understand and experience it in earnest – **in their pre-service and in-service engagements.**

The sub-Committee members found these inputs useful and felt that it was essential to keep these issues in view as the nation proceeds ahead with effective implementation of CCE. Many of our teachers may already be doing several things which qualify as a part of CCE but it is the introduction of new vocabulary, new sets of formats, new reporting mechanisms that has put the teacher in a situation where it is felt that there is an absolute lack of skills to perform this task. As NCERT has taken upon itself the responsibility of guidance on the subject for all the states, it should keep these aspects in view so that newness of the system does not alienate the teacher. Rather effort should be made to highlight the continuity in change so that transition is smooth and effective.

**7. Ms. Roopa and her colleague, Rishi Valley Education Centre:**

- a) Explained the philosophy of their school that -Each child is unique, Individualized learning- One size doesn't fit all, Exploration and discovery, Dynamic curriculum, "assessment " based on observation on a daily basis; not restricted to skills and academic subjects, An essential component of assessment - ensure that it takes place in a cordial atmosphere where there is no room for fear and inhibition in the child, It is natural when the relationship between the adult and child is based on human-to-human values and not position to position, Shall not be performance oriented.
- b) A portfolio is prepared for every child on his personality / discipline wise descriptively but neither grades nor marks are awarded viz.,
- a. Child as a person
  - b. Involvement, participation, care, responsibility
  - c. Work Habits
  - d. Languages, Mathematics
  - e. Environmental Science
  - f. Arts, aesthetics, Physical intelligence

- g. Excursions, Field trips
- c) The School involves the children to learn with the environment. The teacher remains with the children most of the day including lunch hours and interacts with them all the time.
- d) Various facets of assessments are treating the child as a person, Involvement, participation, Care, responsibility, Hand on method, Arts, aesthetics, physical intelligence, Excursions, field trips, Child behaviour, routine adaptation, free time interests, Child personality, involvement, food habits, responsibility, regularity to school, work habits, use of imagination in educational area, language, articulation of thoughts, hand writing, cursive writing , nature walk, sensitization of children to school environment, etc.

On further interaction, it came out clearly that this model requires intensive involvement of teacher with the child and an equal support from the family or parent .The teacher pupil ratio in Rishi Valley type model would be nearly 1 teacher for 10 or 12 students. Another requirement is continuous training and capacity building of teachers for making this system a success. It was agreed that certain elements from their pedagogical system could be absorbed which could be successfully incorporated with teacher capacity building. However replication did not appear feasible keeping in view the resource requirement of such a model.

**8. Shri Prashant Kumar Shahi, Hon'ble Minister for Education, Government of Bihar**

- a) Regular attendance of child to school is critical for the success of CCE and for enhanced learning outcomes. Since the RTE provides for a very liberal approach on attendance, striking off names and promotion to next class, a mechanism has to be found to ensure regular attendance of children in schools. For this purpose, in Bihar state the child entitlements / incentives like the free uniforms, bicycles are linked to the attendance of the child in the School.
- b) As far as teacher education is concerned, the points raised in respect of pre-service and in-service are correct .The state is taking all measures in compliance to J S Verma Committees'

recommendations on teacher education. Reform of teacher education is indeed a pre-requirement for reform in class room teaching .No detention and CCE can be successfully implemented only when these reforms take place in class-rooms

- c) Teaching profession should be made to be a profession of choice not dependant on chance.

**9. Shri Brijmohan Agarwal, Hon'ble Minister for Education, Government of Chhattisgarh**

- a) He criticized ASER report for not reporting the Educational status objectively despite enormous improvement in educational infrastructure and access in the states. It is a fact that every where ideal situation has not been achieved but there is substantial progress on several parameters.
- b) There is a need for a comprehensive study of RTE. This legislation has objectives which are not easy to achieve. Moreover, it has huge financial implications and states are heavily burdened with the financial demands created by it. A lot is being done and a comprehensive report on this should be prepared for public by MHRD.
- c) A communication strategy should be devised to popularize the Government accomplishments and challenges since RTE Act.

**10. Ms. Surina Rajan, Principal Secretary, Government of Haryana**

- a) In public perception, RTE has created a situation where the student as well as the teacher has no incentive or disincentive to perform or otherwise. Teachers as well as parents often raise this point that some kind of goal building is essential to motivate a person to perform. Similarly some fear of adverse outcome of non - performance must be there. In the absence of performance stress there cannot be performance. For a child in very junior classes, say upto class 3-4-5, it may be appropriate to make it completely classroom performance based promotion to higher grade. However as child starts becoming mature in thinking, the system of incentives linked to performance and disincentive linked to non-performance must be comprehended by her. If no such preparation is done then

it will put undue performance pressure on the child when she faces the first public examination at Class 10 level .This issue assumes greater significance when viewed in context of teacher performance

- b) There is undoubtedly a great need to do hand-holding of teacher on implementation of CCE. There was a real need to raise the comfort level of the teacher by making it clear that he is getting empowered by not limiting his capacity to assess the child only through year end exam but it gave him full authority to do the child's assessment on her yearlong classroom performance and he already has skills to do it which need some level of brushing up so that it is adapted to the new terminology.
- c) The Planning Commission, New Delhi is also using the ASER data extensively in their reporting and discussions. This lends a lot of credibility to this report where as the ASER Report is not necessarily based on valid statistical methodology as has been mentioned by MHRD and NCERT. There is a need for alternate Report generation which is based on scientific survey and analysis.

#### **11. Prof. Nagis Panchapakesan**

- a) The child fails because of the system. Further if system is good why a child will fail. Therefore there is no justification to detain a child.
- b) The children who are going to Government Schools - mostly belongs to marginalized groups and will be the most to be affected under detention policy. We need to find ways of ensuring the teacher's performance which will automatically get reflected in the child's performance.
- c) Most of the schools are adopting the CBSE CCE against the NCERT CCE. This issue needs to be handled at the level of states.
- d) Diploma in Elementary Education with CCE concept should be given primacy.
- e) The term- School / instruction based assessments is the right term for assessments.

### **12.Prof. Kiran Devendera, NCERT**

- a) One should trust the child. The child cannot be faulted for the deficiencies in the system.
- b) There is a need to ensure Curriculum and Teaching-Learning to support the child.
- c) The NCERT is organizing 5 regional workshops for the capacity building of States/UTs on the CCE.
- d) There is much scope for the States to contextualize CCE. On the basis of the core kit provided by NCERT

### **13.Dr. Vinod Raina BGVS**

- a) Academic pedagogical aspects established that the detention never encouraged the child to learn more. There is no evidence that detention enables learning. It is therefore incorrect to argue that no detention policy will adversely affect learning outcomes.
- b) The demoralization of child is an important r factor. Once demoralized, the child's capacity and performance is affected forever.
- c) The public/ political perception is that if the child is not performing well, he/she should be detained in the same class. He raised the question on performance of the delivery mechanism for implementation of CCE and No detention.
- d) There is a need to collate evidence on the impact of detention before saying that No detention is a bad policy. From the experience, the states that are following detention are not proven to be academically better than those States that are following No detention.
- e) One of the factors affecting drop out is conflict of languages- mother tongue vs. medium of instruction especially in Hindi heart land having a number of dialects.

- f) He questioned the ASER report relating the poor learning outcomes to the No detention policy, as the ASER reports are not standardized and did not conduct any pre-and post No detention policy research / evaluation.
- g) There is no coherence between the CCE of NCERT and CBSE and is badly affecting the CCE implementation across the country.
- h) CCE needs a national framework for right understanding of philosophy and the NCERT regional workshops and exemplars are not sufficient.
- i) Mathematics phobia is being transmitted from teacher to child. The problem areas are: Curriculum/ Text books and Teachers. Academic institutions are required to develop requisite capacity building.

#### **14. Follow up action**

- a) The Chairperson requested all the members to send their inputs on CCE in the context of No detention latest by 15<sup>th</sup> July, 2013. Further informed that MHRD & NCERT will circulate a preliminary draft based on the 4 meetings held and based on the States/ UTs feedback. A research study conducted by SCERT Haryana has concluded that introduction of CCE has not adversely affected learning outcomes. That study report will also be circulated before the next meeting.
- b) The Chairperson suggested the Director, MHRD to write to Secretary General of Rajya Sabha requesting for organizing a meeting of the CABE Sub-Committee with the Department related Parliamentary Standing Committee on HRD to have discussion on para 4.22 of their 253rd report.
- c) Taking into account the fact that the Hon'ble Education Minister, Bihar would be busy during the session from 26<sup>th</sup> July, to 2<sup>nd</sup> August, 2013, it was decided to hold the next meeting of the Sub- committee

in the first week of August, 2013 at Kolkata, after undertaking the field visits in two North Easter States.

The meeting ended with vote of thanks from the Chair.

The minutes have been approved by the Chairperson.

Encl: Annexure-I (Members and invitees of the Meeting)

**Director,  
DSEL, MHRD**

Copy to: -

1. All members of the CAFE-Sub-Committee.
2. All Special invitees of 4<sup>th</sup> Meeting of CAFE Sub-Committee.

## **DAY - 2 : Field Visit to understand CCE in school**

The members of Sub- committee led by the chairperson visited the G.H.P.S. Honnenahalli, Nelamangala (TQ), Bengaluru Rural District. The team members interacted with the Head Master and Members of the School Management Committee on the status of implementation of CCE and No detention.

The Chairperson and the members of the Sub- committee thanked the SMC members, the teachers and all the community members present during the field visit on 28.06.2013.

**Record of discussion of the meeting of Sub-Committee of CABE held on  
23.10.2013 at Guwahati under the chairpersonship of Hon'ble  
Education Minister,  
Government of Haryana.**

A meeting of the members of the Sub-Committee of CABE for Assessment and Implementation of CCE in the context of no detention provision was held on 23<sup>rd</sup> October, 2013 under the chairpersonship of Smt. Geeta Bhukkal, Hon'ble Education Minister, Government of Haryana. This meeting was held in pursuance of the decision taken at the fourth meeting of Sub-Committee of CABE held on 27<sup>th</sup> June, 2013 at Bangalore to understand the views of State Govt. officials, teachers, parents and community members on the No detention provision.

1. At the outset, Hon'ble Education Minister of Assam welcomed Smt. Geeta Bhukkal, Chairperson and Hon'ble Education Minister of Haryana and Sh. P.K. Shahi, Hon'ble Education Minister of Bihar and other senior officers of the State Government. He also briefed about the background of constitution of the Sub-Committee. He appreciated the efforts made by Smt. Geeta Bhukkal, Chairperson of the Committee and the fact that the Committee was visiting the States to gain first hand experience from the field rather than formulating policies at a theoretical level.
2. The Chairperson appreciated the Government of Assam for extending all necessary support for their visit to the State. She stated that after the implementation of the RTE Act, 2009, the elementary education has become a right for the children and they are entitled to get quality education. She stated that the State are facing problems due to no detention policies and due to this, the Sub-Committee is visiting States to take stock of progress of implementation of CCE and no detention provision.

3. Thereafter, Mission Director, SSA, Assam made a brief presentation on the progress of implementation of CCE and no detention provision in the State. She stated that no detention policy was in practice in the State since 2002-03. She also shared the findings of a Study on Drop out conducted by the State which indicated that system of promoting students to higher classes automatically without detention has come in the way of effective learning on the part of the students. Some of the major observations made on the learning level of children were :

- Around 22% of Std. 4 and 44% of Std 6 children can fluently read Std 2 level text.
- Around 30% to 35% of Std 6 children still cannot read a simple 4 sentence paragraph.
- Even after 4 continuous years in schools, many children are unable to read letters. Almost 10% to 20% children in Std. 4 & 6 still cannot read alphabets.
- The vocabulary skill of children both in Std. 4 & 6 needs substantial improvement.
- 40% of Std. 4 and 58% of Std 6 children can correctly write the easy word (three letters with matra)
- Almost 45% Std 4 children are still not able to recognize 4 to 5 double digit numbers correctly.
- Amount 30% of Std 6 children are still unable to recognize 4 or 5 double digit numbers correctly.
- 64% of Std 4 and 78% of Std 6 children can recognize the double digit number (10—99).
- Around 85% of Std. 4 & 6 children could solve 2 digits without carryover addition.

- 45% of Std 4 and 57% of Std. 6 children could solve correctly 2 digits with borrowing subtraction.
  - Not even 1% of both Std 4 & Std 6 children were able to tell all five names of the neighboring states of Assam correctly.
4. All senior officers presented their views on no detention policy and stated that by adopting this policy teachers and students had become complacent and unwilling to learn. Chairperson stated that as per academicians' view, detention might have psychological impact on children, compelling them to take extreme steps and hence no detention policy was introduced.
  5. Commissioner and Secretary to the Government of Assam, Department of Higher Education also expressed the need for quality checks so that students with less academic inclination can be prepared for skill training. He also suggested counseling for these learners. Mission Director, RMSA preferred assessment to examination and suggested that some grade wise learning indicators were to be fixed and those who failed to acquire the learning indicators would have to be detained. It was informed that the NCERT was already developing grade wise learning indicators for students as well as performance indicators for teachers. It was also suggested that regular attendance should be one of the criteria for promotion to higher grades.
  6. Mission Director, SSA pointed out that under RTE Act, there is already provision for special training of OoSC, including never-enrolled or drop outs. Similar measures could be taken for those learners who, after assessment at the end of the year have not attained the necessary learning level. It may not be necessary to detain and make them repeat one year, but just like special training, children after a few months and re-test could be allowed

to join the next class, so that there will be less impact so such learners academically and psychologically.

7. The following recommendations were made in the meeting:

- Providing quality education to the children is the main concern. Learning should be enjoyable but at the same children must be able to master the basic competencies.
- Some pre notified learning levels or benchmark are to be fixed liberally. The students will be well aware of the benchmark to be achieved and teachers will take care of students accordingly.
- The forum agreed that the benchmark is to be fixed for lower primary and upper primary level. Only those students who are able to achieve the fixed benchmark at the end of class V and class VIII which are the last legs in the lower primary and upper primary level respectively, will be promoted to the next class. If required, such benchmark can be set at each class's level.
- Those who do not acquire the benchmark will be detained. Special and intensive attention will be provided to them on learning. After a definite period of special care, their ability will be assessed and they can be promoted within that annual cycle subject to the condition that they achieve the benchmark.
- Detention will be done carefully and after assessment at several levels. The students of higher age group who fail to acquire the benchmark even after extended period of special care can be provided vocational skills.

- At least 75% attendance should be made mandatory on the part of the students.
- While CCE per se is acceptable in concept and can be improved in implementation, however, the “no detention policy” needs a complete review.

8 The meeting ended with vote of thanks from the chair.

9 Next day, the Sub-Committee of CAGE visited schools to find out the views of teachers, students, parents and other community members on the implementation of CCE and no detention provision. From the discussion in the schools, it emerged that the CCE was good whereas the no detention policy was not appreciated by the stake holders as it was widely accepted that the children getting promotion automatically would lose interest in the studies and there would be no competition among the students as everybody would be promoted to next grade.

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GOVERNMENT OF INDIA  
MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY

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Shastri Bhawan, New Delhi

Dated 07<sup>th</sup> December, 2013

SUBJECT	PROCEEDINGS OF THE 5 <sup>th</sup> MEETING OF THE SUB-COMMITTEE OF CABE FOR ASSESSMENT AND IMPLEMENTATION OF CONTINUOUS AND COMPREHENSIVE EVALUATION (CCE) IN THE CONTEXT OF THE NO DETENTION PROVISION IN THE RTE ACT, 2009.
Date	28.10.2013 from 10.00 AM TO 4.00 PM.
VENUE	CONFERENCE HALL, PARK HOTEL, KOLKATA.
Participants	Annexure - I.

Smt. Geeta Bhukkal Hon'ble Minister for Education, Haryana and Chairperson of the CABE Sub-Committee constituted vide Department order. No.F.20-6/2012-EE.17 Dated 5<sup>th</sup> July 2012 chaired the meeting.

Dr. Mahammed Ariz Ahammed, Director, MHRD welcomed Sri. Sri Bratya Basu Hon'ble Minister School and Higher Education Government of West Bengal and the members of the Sub-Committee and invitees from the NE States, West Bengal and Himachal Pradesh and other participants.

**Proceedings:**

**1. Condolences: Chairperson placed on record the appreciation for contribution of late Dr Vinod Raina, member of the sub-committee towards cause of universalizing elementary education in the country and active advocacy for the RTE Act. He contributed a lot towards design and launch of Shiksha ka Haq Abhiyan at Mewat, Haryana on 11/11/11.** The Members and invitees of the Sub-Committee meeting paid condolences on the demise of Dr. Vinod Raina, member of the Sub-Committee by observing 2 minutes' silence.

## **2. The Chairperson**

The Chairperson outlined the mandate of the Sub-Committee and stated that most of the States and UTs have been implementing the Right of Children to Free and Compulsory Education Act, 2009 in right earnest despite financial constraints. She informed the members that some practical problems were being faced at the level of the school while implementing the RTE Act, especially with regards to the provision of “no detention” as well as practical implementation of CCE. She raised the issue of public perception in respect of RTE and noted that States are facing some problems for implementation of RTE in the context of quality education and wanted some screening mechanism for promotion in the schools. She invited the members and invitees to offer valuable suggestions on the mandate of the Sub-Committee.

## **3. Shri Bratya Basu, Minister School and Higher Education, West Bengal -**

1. The Government of West Bengal accepted the Himanshu Bimal Majumdar Committee (1978) recommendations and introduced CCE and No detention up to Class IV very long back (1981). Since the enactment of RTE Act, 2009 the State accepted the act and has notified the rules.
2. The no detention in Upper Primary has been implemented in the State after the coming into force of the RTE Act, 2009. He elaborated that the State Government has constituted an “Expert Committee” which has formulated the basic framework of the CCE in the State and the same is being implemented by the concerned Academic Authorities.
3. The CCE based on peacock model is being implemented in the state aiming at the development of cognitive skills and to make the education child centric and use the assessment for diagnosis of learning gaps.
4. Emphasized the recruitment of teachers as per RTE norms for effective implementation of CCE.
5. Requested the Government of India for increased funding for SSA and CCE.

#### **4. Arunachal Pradesh : Sri. R.K. Mishra, SPD -**

1. State is implementing the CCE and No detention policy as per RTE Act, 2009.
2. SCERT has been made responsible for the implementation of CCE in the state.
3. Rationalisation of teachers is very critical for effective implementation of CCE.
4. No Detention in isolation will be inadequate unless it is supported by good teaching-learning which can keep the children interested and learning meaningful. He informed about the Arunachal initiative of ICT in making teaching-learning interesting and joyful.
5. Enumerated the challenges in the implementation of the CCE such as in-service training teachers, proper teacher -pupil ratio, comprehension of the CCE concept and implementation by teachers and ensuring quality in the CCE.
6. There is a need to fix teachers accountability.

He mentioned that he had formed these views on the basis of his personal visits to schools and interaction with children and parents. These should be considered his personal views based on school observations.

*Dr. Kiran Devendra Member and Prof. Nargis Pachapakesan Member emphasized that officials should provide State views not personal views.*

#### **5. Member: Dr. Kiran Devendra -**

1. CCE is a Teaching-learning system where in assessment is used for improving learning and it should not create any anxiety in the children. It would be wrong to think that learning levels can be improved simply by introducing the "detention" policy. There is a need to improve the teaching-learning methodology / pedagogy etc. for improving the quality of education.
2. She shared her memory of visiting a number of schools in slum areas of Kalighat where teachers provided good academic leadership and ensured good learning levels among the children even under difficult circumstances. Teachers were successful in creating positive sensitization among peers towards CWSN.

## **6. Member: Prof. Nargis Pachapakesan -**

1. There is no comparative study available in India to provide evidence of learning achievements before and after the introduction of No detention policy. 3 years of RTE is a very short time to judge policy implications.
2. The solution for improved learning achievements of children depends upon CCE and it is the mandate of Sub-Committee to make suggestions to consolidate its proper implementation.
3. She questioned why the system finds faults with the child when the system itself is failing to rationalize teachers and provide good teaching-learning? Further she questioned whether failing the child will improve the education system?
4. She observed that meritorious students continue to get the attention of teacher and school but our challenge is the student who is not learning and this requires correction of the systems deficiencies and improvement in its effectiveness. Failing or detaining a child is not the solution.
5. Stress / pressure should be on teachers to perform and make teaching-learning interesting, but not on the child to take high stakes exams which cause anxiety.
6. Medium of instruction is one of too many factors for shifting of children from Government to Private Schools and shifting of students cannot be blamed for the inefficiency of government schools alone.

## **7. Mizoram: Sri. LAL HMACHHUANA SPD, Mizoram**

1. The State Government is implementing No detention and CCE in right spirit.
2. The CCE includes Formative (30%) and Summative Assessment (30%) and practical's (40%). Attendance also carries weightage in overall assessment. Attendance marks have been incorporated to suggest importance of attendance to the children and parents.

**8. Mizoram: K. LAL NGH INGLOVA Commissioner and Secretary, Mizoram**

1. The State Government fully supports the No detention policy.
2. The State Government is also examining the report of State Advisory Board of Examinations including the issue of children who are performing well in all subjects except in one or two and what should be the best response of the State in the interest of the child.

**9. Sikkim: Shri S. B. Singh, Coordinator, SCERT -**

The State has been implementing No detention and CCE policy since 2010.

1. No Detention in isolation is not good but in conjunction with the CCE, it is the best offer available before us.
2. If a child is detained she/ he will leave the school and enter the world of child labour. Under No detention the child is at least retained in the school system and his/her rights are protected. With good CCE his/her learning will also improve.

*The Chairperson observed that she did not have any objection to CCE but given the teacher shortages CCE cannot be implemented effectively.*

**10. Tripura: Mr. Banamali Sinha Principal Secretary, Education, Tripura**

1. The State has concerns on No detention.
2. No detention is working as a dis-incentive for parents, children and teachers.
3. Education Minister Tripura too raised the issue in CAGE meeting.
4. No detention discouraged the child and teacher to be regular to school. It affected attendance.
5. However the State is in favor of CCE and has been implementing it. In the process it is facing a number of problems viz., shortage of teachers, untrained teachers, limited DIETs and B.Ed. colleges and limited instruction hours due to the paucity of classrooms as schools have to work in two shifts.

*The Chairperson observed that the No detention provision relieved the tension of teachers, parents and children and there was no pressure on*

*them for teaching-learning. This is being reported by parents and teachers across the country in various interactions.*

**11. Himachal Pradesh: Mr. Ashok Sharma:** Director Elementary Education, HP

1. He illustrated the reports of PROBE, ASER, Internal Monitoring, PISA (2012), Scholarship test under Medhavi Chatrvriti Yojna and SLAS reporting that there is a decline in learning achievements.
2. He noted that it is common knowledge that private school teachers are less paid and less trained. Despite low qualifications and inadequate trainings the private schools are performing better than government schools. Government Schools are failing to perform for the reason of no accountability. No detention has further reduced the pressure to perform.
3. Rationalisation of teachers is undertaken regularly but accomplishing it in perfect manner has become impossible for the State Government to do.
4. He shared the clear views of the government about non-acceptance of No Detention policy and its expected adverse implications on student performance. He circulated the Himachal Pradesh Vidhan Sabha resolution and the letter of Chief Secretary, HP addressed to Dept. of School Education and Literacy, MHRD.

**12. Member: Shri S. Vikram B. Singh, Director, SCERT, Uttar Pradesh -**

1. The UP study revealed that 40% of Parents are not happy with the government schools and enrollments are declining.
2. There is a wide difference between data under DISE data and the IVRS under MDM.
3. Uttar Pradesh is implementing CCE and its rollout has started in a few districts. No Detention Policy has been introduced.

**13. West Bengal: Mr. Arnab Roy, Principal Secretary, Education, WB**

1. West Bengal Government supports both No Detention and CCE.
2. More time is needed to study the impact of these policies. However studies can be undertaken on the impact of No detention on Quality and

parental perception on government and private schools for improving education system and the issues of CWSN education.

3. Expressed concern on parental positive perception towards high fees of private schools as reflected in the shifting of children from government to private schools.
4. Suggested that RTE should provide level playing field for all schools including for KVs, NVS. He stated that large sized classroom and adverse pupil teacher ratio etc. are major hindrances for proper implementation of CCE in the true sense of the term and these problems have to be resolved.
5. Suggested CCE should have links with life skills.

**14. West Bengal: Smt. C. D. Lama, State Project Director, SSA -**

1. Detention Policy makes the failed children enter the child labour force.
2. There is a need to make the system perform. She illustrated that in schools with facility of Computer Aided Learning, children are eager to attend school and work with computer systems.
3. If the education system performs, the question of child's failure would not arise.

**15. West Bengal: Shri Aveek Majumder, Chairman, Expert Committee on Curriculum, Syllabus and Textbooks, Govt. of West Bengal**

1. Why should child be punished for the defects in the education system?
2. West Bengal revised the curriculum, syllabi and text books in 2011 for all Elementary classes I to VIII and made it child friendly.
3. CCE -Peacock model is being implemented.

**16. Member: Dr. Gopal Reddy, Director, SCERT Andhra Pradesh -**

1. Andhra Pradesh has been following No detention for very long since 1970's. State Government supports both No detention and CCE policies.
2. 3 years of RTE implementation is very short time to study the impact of pre and post-RTE.
3. The reasons for shifting of children from govt. to private schools are several viz., economic well being, Education is seen as an investment and peer pressure.

4. The quality of private schools is an area of serious concern. Most of the schools emphasize on memorization and knowledge component.
5. ASER report noted poor performance of both govt. and private schools.
6. CCE expects quality to be different to that of conventional understanding, by engaging children interest and by using assessments for diagnosis. CCE also demands improved teacher performance.
7. Presently teachers are apprehensive about work maintaining records and frequent change in assessment systems. These fears need to be allayed.
8. CCE is an evolving concept and provides teachers with immense possibilities of work with children.

**17. Haryana: Smt. Surina Rajan, Principal Secretary, Education, Haryana -**

1. The pre-requisites of CCE implementation are **(a)** proper teacher – pupil ratio, **(b)** well trained teaching community on CCE, **(c)** timely availability of CCE record materials and **(d)** regular attendance of teacher and student.

Presently the educational administration has failed to motivate the teacher and children. The no detention policy has encouraged irregularity in attendance of teachers and children as both the teacher and the child are assured of promotion. Further it is difficult extract performance when it is not being measured.

2. It is important that children attend schools regularly for CCE to be effective and learning to happen. There cannot be any learning if the child does not attend school regularly.
3. While it is true that Detention itself will not lead to improvements in education quality but the fear of Detention does provide the due stress on child to ensure attendance and learning. Among many factors that promote achievement motivation, spirit of competition and performance of measurement through tests are important factors. No Detention, the way it is commonly perceived; has adversely impacted the achievement motivation among children.

4. Dedicated teachers are disappointed with the No detention provision due to its negative impact on child attendance and discipline.
5. The CCE system as conceived is very resource intensive and highly dependent on timely supplies. Presently, government is struggling hard to supply even basic text books in timely manner. Teachers are also wary of so much record keeping.
6. It is because of all these defects and the adverse public perception that No detention policy will lead to No teaching and No Learning in government schools that parents are sending their children to private schools.

**18. MHRD: Dr. M. Ariz Ahammed, Director -**

1. Emphasis should be on what is beneficial to the child and for his/her learning. School should be the most child friendly institution and cannot and should not be an institution which children dislike and which invites discomfort.
2. Proper implementation of CCE would ensure adequate attention to all children to improve their learning in schools.
3. Shared in-country and global research on No detention. The UNESCO study report Wasted Opportunities: When Schools Fail Repetition and drop-out: in primary schools (1998) Education for All-Status and Trends 1998 (p.37-40) noted that the negative effects of repetition largely outstrip the expected benefits. Further, observation shows no absolute relation between retention policies and overall pupil achievement. The critical factor is pedagogic interventions. Thus CCE is very critical for the purpose.
4. The report of DEE, Himachal Pradesh about lack of accountability of schools and teachers to perform is a matter of serious concern.
5. Section 24 of the RTE Act, 2009 provides an opportunity for the State /UT Governments to enable and fix accountability of teachers towards the children and parents. Further RTE provides teachers with a more enabling environment, capacity building and has exempted them from administrative duties (except disaster relief, elections and census).

6. Orientation and engagement with teachers associations will further improve the implementation of CCE.
7. Rationalisation and recruitment of teachers is within the domain of State Governments and they are aware that it is affecting children's learning through adverse PTR. For these administrative lapses the children cannot be faulted and detained.
8. About retention, regularity and attendance of child- it is a challenge in our schools and classrooms to make teaching-learning interesting. For this purpose under SSA provisions are made for all related inputs like neighborhood schools, teachers, teacher training, TLM, uniforms, text books, etc.
9. Instead of correcting the systemic defects, penalizing the child for his/her slow learning is like throwing the baby out with the bath water.
10. On the views of Himachal Pradesh he noted that neither the HP Vidhan Sabha resolution nor the letter of Chief Secretary HP questioned the No detention policy, Board Examinations or CCE. They only want to have a provision for examination at Classes V and VIII which the RTE Act, 2009 or CCE does not bar.
11. No Detention provision is not an invention of the RTE Act, 2009 it is not aimed at abolishing repetition by an administrative stroke as misunderstood by some, but is an understanding developed based on scientific evidence both in the country and globally and has been part of our national education policy framework for decades. The RTE Act, 2009 has made that policy decision justiciable.

**19. Chair person:** Ms. Geeta Bhukkal, Hon'ble Minister Education, Haryana

Although many States have had a history of no detention of children to some level (especially primary), but the question of whether quality would be compromised at the elementary level, after the implementation of the provisions of no detention under the RTE has been raised by many States. It was felt by many stakeholders, especially guardians that "no detention" has led to children not bothering about studying regularly. The level of attendance in schools of students has also fallen once children realized that they can no longer be detained up to the elementary level. At the

extreme level, some groups have articulated that this aspect of no detention is being implemented since most of the children accessing education in the government sector schools belong to the economically and socially weaker sections of the society and the government does not care about the children of these social groups. It has been expressed that not having any Board examinations and depending only on CCE may lead to dilution of quality in education as “children study only when they have exams”. In this context, the Chairperson felt the views of members, and the States present are very important.

1. The Education Departments today have become teachers' departments. Rationalisation has become very difficult with pressure from different quarters to keep teacher's interest in view not that of the school or the child..
2. Though Government is providing facilities to government Schools in terms of institutional support and individual benefits and stipends, the performance is far from satisfactory. Most of the children of government schools belong to the poor and the marginalized viz., SC, ST and OBC sections. There could also be some social reasons for poor performance of these children.
3. Teaching career should be chosen by way of first choice like Engineers, Doctors not by chance or as last option There is need to raise the self esteem and pride of persons opting for teaching as a profession .This will help in building cadres of self motivated teachers needed for proper implementation of RTE provisions in true spirit.
4. In all the field visits undertaken by the sub-committee and in class room interactions with the student, teachers and parents, there is a common perception about negative impact of No Detention policy. All of them have expressed a need for detention policy if the performance of schools and students have to be improved. *The field visit report of the Sub – Committee of CABE to Tripura is enclosed at annexure - viii*
5. This was also the conclusion of the deliberations held at Guwahati, Assam. Government of Assam organized a formal meeting and presentation on the subject were made the participants at the meeting shared their experiences, observations and results of field research

carried out in the state. Broadly, the need to review the no detention provision was emphasized. Their presentations and research reports should also be included in this meeting's proceedings and form part of the materials to be used for report.

6. The Act has been made keeping in view the desirable goal of universalizing the elementary education for all children in the country. However, the intention is for all children to also acquire learning levels and competencies of the relevant grades and not to just give them a certificate. If the implementation is resulting into unintended outcomes, then the causes must be examined. So many states raised this issue in the CABE meeting because they are dealing with field responses. In the state legislative assemblies, Education Ministers are being questioned on the rationale and implication of introducing No Detention policy. In Haryana, Call Attention motions have been moved on the subject. If the records of other state assemblies are examined, such discussions are likely to be available. This was a demand for re-examination of this provision by large number of states which led to constitution of the Sub-Committee to review this matter in detailed and identify action points. In order to have a representative view, the sub-committee decided to have a wider consultation on the issue by travelling to southern and north-eastern part of the country. These consultations have revealed that challenges faced by the school education in proper implementation of the RTE provisions are similar across the country. Teacher shortages, problems of teacher-pupil ratio, inadequately trained teachers, involvement of teachers in several non-teaching and non-academic activities, lack of proper monitoring and absence of support to child at home are universal problems. Under the circumstances there should be an endeavour to make the RTE Act reflect the field realities and views. The legal provisions should respond to the public response and expectations.

## **20. Conclusion of the meeting -**

1. The draft report (without recommendations) of Sub-Committee circulated in the meeting was examined by all the members present and accepted for its structure. The content would need to be reviewed in detail before any comments could be made. However, it was felt that if possible, the draft report be made concise. The States Response Analysis part be placed in Annexure. An attempt may be made to procure the responses from remaining states. The essence of the analysis would be placed in the main report.
2. The recommendations part will be prepared on the basis of proceedings/ record of 5 meetings / consultations held till date and notes submitted by the Members. The Chairperson agreed to indicate key recommendations on her part for compilation at the earliest. The full draft report will be circulated to all the members of the Sub-Committee before the final meeting.
3. The Chairperson reiterated the need to have an early meeting with the parliamentary committee which has given its observations on the subject before the report is finalized .A final meeting of all the members will be held in the III/IV week of November for finalizing the report before final submission to the MHRD.

At the end, the Chairperson noted that the RTE Act, 2009 is an historical intervention to improve elementary education in the country but there is a need to clear misconceptions about some of its provisions and undertake a number of measures viz., recruitment and rationalization of teachers, teacher training and create RTE awareness, through a good communication strategy. She explained the initiative of Haryana called "Parvesh Utsav" to increase enrollments and improve retention which has tried to keep learning entitlements of the child at center of entire school experience

The Chairperson thanked the Governments of West Bengal, Assam and Tripura for hosting the Sub Committee and facilitating the visits to schools etc. and also thanked all the NE and Sikkim State Government representatives and members of Sub-Committee for attending the meeting at Kolkata and for providing very valuable suggestions.

**The meeting ended with vote of thanks from the Chair.**

## ATTENDANCE SHEET

5<sup>th</sup> Meeting of CABE Sub-Committee on 28-10-2013 at Kolkata, West Bengal

S.No.	Name	Designation	Contact No.	Email Id.
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**Report on the visit of Sub-Committee of CABE to Tripura**

The undersigned along with the members of the Sub-Committee of CABE for Assessment and Implementation of CCE in the context of no detention provision reached Agartala on 24<sup>th</sup> October, 2013. A meeting was held on the same day in the Secretariat at Agartala which was attended by Education Minister, Tripura, Principal Secretary Education, Government of Tripura and other senior officers of the State Government.

2. At the outset, Hon'ble Education Minister of Tripura welcomed Smt. Geeta Bhukkal, Chairperson and Hon'ble Education Minister of Haryana and Sh. P.K. Shahi, Hon'ble Education Minister of Bihar and other senior officers of the State Government. Thereafter, the Chairperson expressed her gratitude for making excellent arrangements for the visit of Sub-Committee to the State. She stated that after the implementation of the RTE Act, 2009, the elementary education has become a right for the children and they are entitled to get quality education. She stated that as per academicians' view, detention might have psychological impact on children, compelling them to take extreme steps and hence no detention policy was introduced. She stated that the State are facing problems due to no detention policies and due to this, the Sub-Committee is visiting States to take stock of progress of implementation of CCE and no detention provision.
3. Education Minister, Tripura stated that he was first one to raise voice against no detention provision of the RTE Act, 2009 in the CABE meeting wherein it was decided to constitute this Sub-Committee. The quality of education is declining after the implementation of no detention provision of the RTE Act as Children have lost interest in studies as they feel they will get promotion automatically after the end of academic year till class VIII. He stated that there was a serious problem of untrained teachers in the State.
4. All senior officers also presented their views on no detention policy and stated that by adopting this policy, both teachers and students had become complacent and unwilling to learn. They supported the continuous and comprehensive evaluation system but emphasis on the need to review the no detention policy.

5. The meeting ended with vote of thanks from the chair.
6. Next day, the Sub-Committee of CAFE visited schools to find out the views of teachers, students, parents and other community members on the implementation of CCE and no detention provision.
7. The schools which sub-committee visited were composite schools with very good infrastructure. The Committee members interacted with teachers, headmasters, parents, SMC members and children. First of all, the purpose of the visit was explained to them and the questions were asked regarding CCE and no detention policy of the government. The following questions were asked during the interaction:

- Q. What did they understand about the policy of CCE?
- Q. Whether was no detention policy i.e. passing a child automatically from one class to next class good?
- Q. How would they feel if both meritorious child and a non-serious child are promoted to the next class?
- Q. Whether the Students are losing interest in studies after the implementation of no detention provision?

Very few of them had the understanding of CCE as well as no detention provision. The members of the Sub-Committee explained the concept of CCE and no detention policy. However, the general perception was that though the CCE was good but no detention policy should be reviewed. The teachers stated that after the no detention provision, the attendance in the classes has declined, as they feel that they will get promotion without attending the classes. The children getting promotion automatically would lose interest in the studies and there would be no competition among the students as everybody would be promoted to next class. Some teachers also stated that the CCE may be implemented successfully only if the teachers in adequate number are available at the school level and there should be some criteria, including attendance in class for promoting the child to the next class.

After the field visits to schools, the Sub-Committee members departed for Kolkatta on 25<sup>th</sup> October, 2013 for attending 5<sup>th</sup> meeting of Sub-Committee of CAFE.

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Government of Tripura  
State Council of Educational Research & Training  
Tripura, Agartala, P.O. - Abhoynagar-799005  
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No.F.38(1-1)/SCERT/RTE/CCE/2011(VOL-II)/2054-56 Dated, Agartala the 11<sup>th</sup> October 2012

To  
Shri P. K. Tiwari, IAS,  
Director (EE-II),  
M.H.R.D., Shastri Bhawan,  
New Delhi -110015

Sub: Comments on the Implementation of Continuous Comprehensive Evaluation (CCE).

Ref: Your letter No.20-6/2012-EE-17 dated 3<sup>rd</sup> September 2012

Sir,

I would like to draw your attention to the above noted subject and your communication mentioned under reference and to state that CCE is yet to be implemented in the State Tripura. But Diversified Examination System has been introduced in 2005 for the students for class I to VIII as per recommendation of the First Education Commission of Tripura. This modified system as adopted in the State is as follows:-

i)	Unit Test -1	10%	Formative Assessment
ii)	Unit Test -2	10%	Formative Assessment
iii)	Half Yearly Examination	30%	Summative Assessment
iv)	Unit Test -3	10%	Formative Assessment
v)	Unit Test -4	10%	Formative Assessment
vi)	Annual Examination	30%	Summative Assessment

Formative Assessments are worked out through Oral Test, Quiz, Projects, Comprehensive Test etc. Written Tests are taken for Summative Assessments.

SCERT, Tripura formed a Committee with some Educationists for preparation of the Scheme of CCE to be implemented in the State. Accordingly the Memorandum has been prepared and the relevant Guidelines and formats to be maintained in schools have also been prepared. While preparing the Guidelines and formats, the procedures followed by CBSE was taken into consideration.

This is for favour of your attention and necessary action please

Yours faithfully,

*(D. Datta)*  
Director,  
SCERT, Tripura.

Copy to:

1. The P.S. to the Principal Secretary, School Education
2. The Project Director, SSA, Tripura.

## Suggestions from States for proper implementation of CCE in Format-

## I

Sr. No.	Name of States	Suggestions
1.	Andaman & Nicobar	<ul style="list-style-type: none"> <li>• Stakeholders should ensure at least 75% attendance of students.</li> <li>• Parents/SMC must be involved for better performance of their wards.</li> <li>• Unsatisfactory performance due to ill health or absence from schools for major part of the year may lead a child to continue in the same class and this may be treated as exemption of detention.</li> <li>• Refresher training courses for head of institution for better supervision and better implementation.</li> </ul>
2.	Andhra Pradesh	<ul style="list-style-type: none"> <li>• The assessment is now comprehensive in nature which includes co-scholastic areas such as Art Education, Crafts, Health and Physical Education, Work Experience, Value Education, etc. which requires a clear-cut syllabus and learning material on these areas.</li> <li>• In majority states including CBSE, grades are being used in place of marks. These grades are based on marks and not absolute. Therefore a mechanism need to be worked out for awarding grades directly.</li> <li>• Learning indicators for every subject in the form of Academic Standards need to be defined in each curricular area which is the basis for assessment.</li> <li>• Subject specific teacher handbooks on CCE which includes nature of the subject, objectives of the subject, pedagogical processes, tools and techniques of assessment, recording, etc.</li> <li>• The children progress must be recorded</li> </ul>

Sr. No.	Name of States	Suggestions
		<p>against each academic standard in the subject and consolidated grade may be given to the subject and as well as for all subjects.</p> <ul style="list-style-type: none"> <li>• Computing and overall grade within the subject and in all subjects is really challenging and appropriate procedures need to be worked out.</li> <li>• A national seminar may be conducted for sharing the experiences of implementation of CCE across the country and outside the country. In addition to sharing effective practices, theoretical models may also be presented and discussed.</li> <li>• Strong capacity building is required for the teachers and professional support staff such as CRC, BRC and DIET.</li> <li>• CCE must be school based and assessment will be with teacher made assessment tools/ test items and never from external sources i.e., CRC, BRC, DIETs, etc.</li> <li>• The textbook revision as a follow up of National Curriculum Frame Work shall include CCE embedded exercises and support for the implementation of CCE.</li> <li>• Appropriate financial provision may be provided to schools under SSA for providing school based test papers and other related assessment material to the children.</li> </ul>
3.	Chhattisgarh	<ul style="list-style-type: none"> <li>• Continuous Monitoring System should be in place.</li> <li>• Evaluation should be Joyfull as the class room transaction.</li> <li>• Continuous communication amongst Children, Teachers and Parents.</li> <li>• Activity based learning.</li> </ul>

Sr. No.	Name of States	Suggestions
4.	Goa	<ul style="list-style-type: none"> <li>• We should continue with CCE as it is pedagogically very sound.</li> <li>• The RTE policy should be modified to include detention.</li> <li>• A programme of re-skilling of teachers, with new strategies and new methodologies in keeping with the new pedagogy needs to be prepared and implemented.</li> </ul>
5.	Haryana	<ul style="list-style-type: none"> <li>• Instead of detaining student due to poor performance/progress.</li> <li>• He /She should be provided additional support in his/her learning enhancement by giving extra time allocation to such student.</li> </ul>
6.	Kerala	<ul style="list-style-type: none"> <li>• More training to teachers are needed.</li> <li>• Teacher's burden for writing students assessment in CCE records should be lessened. Format has to modify which ensure the teachers to put mark in the columns.</li> <li>• Separate printed book should supply to all teachers. The remarks should be collected and discussed with parents at the time of class PTA meeting.</li> </ul>
7.	Madhya Pradesh	<ul style="list-style-type: none"> <li>• Effective orientation of teachers, DIET faculty and academic staff like BRC, BAC and CAC should be done with deep understanding of CCE.</li> <li>• National CCE model based on RTE provisions should be developed.</li> <li>• Effective strategies for special teaching of poor performing students should be developed.</li> <li>• Evaluation not be seen in isolation. Evaluation is an integral part of curriculum. Therefore, both need to work in sync. Curriculum is textbooks,</li> </ul>

Sr. No.	Name of States	Suggestions
		<p>teaching-learning methods and pedagogy. Therefore, alignment between the two is very essential. Curriculum and evaluation compliment each other. Therefore, can't operate in isolation.</p> <ul style="list-style-type: none"> <li>• Parents/teachers/children and community be sensitized adequately facilitate wider application and wider acceptance of CCE's concept and philosophy.</li> <li>• Dissemination of model CCE practices be encourages.</li> </ul>
8.	Orissa	<ul style="list-style-type: none"> <li>• Appropriate teacher orientation.</li> <li>• Continuous monitoring and field support.</li> <li>• Ensuring infrastructure and facilities in school.</li> </ul>
9.	Rajasthan	<ul style="list-style-type: none"> <li>• PTR should be maintained as per RTE Act 2009.</li> <li>• Pooling of SSA funds for CCE Implementation.</li> <li>• No detention provision should be clearly re-defined for teachers and parents.</li> <li>• Regular and effective Monitoring.</li> <li>• It should be included in Pre-school teachers training curriculum.</li> </ul>
10.	Sikkim	<ul style="list-style-type: none"> <li>• Implementation of CCE has definitely helped in taking care of the all round development of the child.</li> <li>• It has been able to tap child talents.</li> <li>• However, the no-detention provision has created some in in disciple among students and the teachers have an apprehension of degrade in quality. Detention policy should be there i.e. at least those students who are absolutely weak may be detained. Hence. Around 5-10% of the no-detention should be</li> </ul>

Sr. No.	Name of States	Suggestions
		allowed.
10.	Uttar Pradesh	<ul style="list-style-type: none"> <li>• PTR must be as per the norms given in RTE Act- 2009.</li> <li>• Regular onsite-support to teachers.</li> <li>• School time table must give space to teachers to record their observations.</li> <li>• Availability of different formats for recording at school level, this would help teacher to save their time.</li> <li>• Coordination and involvement of School Management Committee for irregular students.</li> </ul>
11.	Uttarakhand	<ul style="list-style-type: none"> <li>• CCE should be treated as a process rather than as a product.</li> <li>• CCE should be shifted gradually from marks to grade.</li> <li>• SMCs and parents should be oriented before implementing progress reports of child in term of grade.</li> <li>• Teachers should be made more accountable to ensure no detention provision as well as ensuring expected learning achievements.</li> </ul>

**Suggestions from States for proper implementation of  
CCE in Format-II**

Sr. No.	States/UTs	Suggestions
1.	Punjab	<b>Educationist</b> 1. Less time consumable
2.	Chhattisgarh	<b>Educationist</b> 1. The formats should be simplified for maintaining records of the students. 2. On site support and follow up training on CCE are required in addition to regular orientation for the teachers. 3. Sufficient examples & case studies should be incorporated in text books. 4. The capacity building of teachers for enhancing their skills to conceive of the design projects and activities with reference to CCE. 5. The concept & application of formative evaluation should be focused. 6. The regular monitoring should be ensured up to the school level. 7. Monitoring 8. Training 9. Effective training programme for understanding CCE 10. Continuous support to teachers by experts

Sr. No.	States/UTs	Suggestions
		11. Community involvement 12. Continuous monitoring and supervision 13. Availability of resources in time
3.	Chandigarh	<b>Educationist</b> 1. PTR should be 1:35. 2. Teachers should be kept free for the academic work only. 3. Adequate training to the parents and teachers. 4. More computers are required with inverter connection. 5. CCE should be upto class VIII only. In the par of competition, students should be preferred to face the competition.
5.	Orissa	<b>Educationist</b> 1. Effective training of teachers 2. Monitoring, mentoring and onsite support 3. Supply adequate teacher support materials 4. Periodic sharing and exchange meets at Cluster/Block level 5. Follow up research and intervention to address the field level issues
6.	Tripura	
7.	Rajasthan	1. PTR should be maintained as per RTE Act 2009

Sr. No.	States/UTs	Suggestions
		<ol style="list-style-type: none"> <li>2. Pooling of SSA funds for CCE implementation</li> <li>3. No detention provision should be clearly re-defined for teachers and parents.</li> <li>4. Regular and effective monitoring</li> <li>5. It should be included in Pre-school teachers training Curriculum.</li> </ol>
8.	Sikkim	<ol style="list-style-type: none"> <li>1. Infrastructural support and quality training.</li> <li>2. Making necessary resource available.</li> <li>3. Convince stakeholders.</li> <li>4. Implementation of CCE has definitely helped in taking care of.</li> <li>5. The all round development of the child. It has been able to tap child talents. Therefore, the no detention provision has created indiscipline among students and the teachers have a apprehensive of degrade in quality.</li> <li>6. Detention policy should be there i.e. at least those students who are absolutely week may be detained.</li> </ol>
9.	Kerala	<ol style="list-style-type: none"> <li>1. More training to teachers are needed.</li> <li>2. Teacher's burden for writing students assessment in CCE records should be lessened. Format has to modify which ensure the teachers to put mark in the columns.</li> </ol>

Sr. No.	States/UTs	Suggestions
		3. Separate printed book should supply to all teachers. The remarks should be collected and discussed with parents at the time of class PTA meeting.
10.	Gujarat	-
11.	Haryana	<ol style="list-style-type: none"> <li>1. Instead of detaining student due to poor performance / progress.</li> <li>2. He/she should be provided additional support in his/her learning.</li> <li>3. Enhancement by giving extra time allocation to such students.</li> </ol>
12.	Uttar Pradesh	<p><b>Educationist</b></p> <ol style="list-style-type: none"> <li>1. Common understanding of CCE in its true spirit and its implementation strategy across all the layer/levels of Education Department.</li> <li>2. Financial provisions for different recording formats (Child profile, cumulative sheets), worksheets, etc.</li> <li>3. Pupil teacher ratio (PTR) must be as per the norms given in Right to Education Act, 2009.</li> <li>4. Regular on-site support from CRCs, BRCs, DIET and DPO to teachers to solve their issues and concerns related to implementation of CCE.</li> <li>5. Coordination and Involvement of School Management Committee for irregular students.</li> </ol>

Sr. No.	States/UTs	Suggestions
13.	Uttarakhand	<p><b>Educationist</b></p> <ol style="list-style-type: none"> <li>1. Adequate training of teachers.</li> <li>2. Cooperation of parents.</li> <li>3. Clear cut guideline to implement CCE to teachers.</li> <li>4. Punishment to the guardians not sent their child regularly in the school</li> <li>5. Detention upto some extent.</li> <li>6. Sensitization of teachers &amp; students</li> <li>7. Guidance to parents also</li> <li>8. Development of textbook CCE oriented</li> <li>9. Time on track for teachers</li> <li>10. Teachers better understanding</li> <li>11. Availability of material and resources</li> <li>12. Knowledge of teaching learning objects</li> <li>13. Planning for time bound achievement of objects</li> <li>14. Skills in designing projects and activities</li> <li>15. Preparing &amp; recording the gradual progress of each child</li> <li>16. Training of teachers on CCE in two to three rounds</li> <li>17. Monitoring of CCE</li> <li>18. Clear training material on CCE concept and philosophy</li> <li>19. Orientation of stakeholders- ministry to school and school management</li> </ol>

Sr. No.	States/UTs	Suggestions
		<p>committee</p> <p>20. In-service training of teachers on child development, learning- what, how and styles, facilitation skills, observation of documentation skills, giving feedback etc.</p> <p>21. Training on CCE by subject specialist</p> <p>22. Positive thinking on feedback</p> <p>23. Monitoring of training</p> <p>24. Textbook should be incorporating the CCE notion.</p> <p>25. Resources/ activities/ projects should be given in readymade shape for practices.</p> <p>26. Easy to available exercises should be given</p> <p>27. Formative assessment should be done daily</p> <p>28. Active participation of children in learning process</p> <p>29. Regular presence of students</p> <p>30. Teacher approach should be profession</p> <p>31. Teachers must be oriented in such way that they get to the role of CCE there should be guidelines on CCE but the teacher should kept file to implement CCE as per his needs</p> <p>32. Time to time monitoring and support to teachers</p>

Sr. No.	States/UTs	Suggestions
		<p>33. Adequate skills to be developed in teachers</p> <p>34. CCE work book to be formed and infused in the curriculum</p> <p>35. Special importance to be given to CCE</p> <p>36. It should be implemented in form of tests</p> <p>37. It must be made very clear that CCE can be issued in the class room even during teaching learning process</p>
14.	Delhi	<ol style="list-style-type: none"> <li>1. Meeting RTE norms with regard to PTR and others as specified in the schedule</li> <li>2. Adequate training of teachers</li> <li>3. Minimum attendance requirement</li> <li>4. Constant guideline and monitoring</li> <li>5. Students must appear in summative examinations</li> <li>6. Development of proper and easy guidelines</li> <li>7. Constant guidance and monitoring by HOS.</li> <li>8. Monitoring at cluster level.</li> <li>9. Development of resource support material.</li> <li>10. Resources must be provided to the teachers</li> <li>11. Students should also be provided access to the resources</li> <li>12. Students need guidance in doing</li> </ol>

Sr. No.	States/UTs	Suggestions
		<p>project work and activities so provision should be made for the same.</p> <p>13. Teachers' students' ratio should be reduced.</p> <p>14. Project work should be done by the students in the classroom only</p> <p>15. Teacher should share his/her lesson plans with the students.</p> <p>16. Textbooks should be redesigned</p> <p>17. Clear cut grade points and rubrics should be designed</p> <p>18. Intensive training with different tools and techniques of assessment</p> <p>19. Training of principals and other officials.</p> <p>20. Teachers should be free from official work.</p> <p>21. Effective INSET programme should be organized in a small group.</p> <p>22. Follow up should be carried out.</p> <p>23. Effective coordination between teacher and student.</p> <p>24. Adequate learning material should be provided to students.</p> <p>25. Adequate facilities and resource support is needed at institutional level.</p> <p>26. Parents cooperation with the teachers</p> <p>27. Training of the teachers on how to assign innovative exercise to students.</p>

Sr. No.	States/UTs	Suggestions
		28. Improve the quality of CCE based textbooks. 29. Freedom to act, innovate and practice. 30. Freedom to utilize the resources 31. Scholastic and co-scholastic areas be assessed simultaneously 32. Reducing summative assessment and more focus on classroom observation. 33. Assessing the child informally on minimal learning levels
15	Mizoram	1) Recruitment only qualified and trained teachers. 2) Issue detail sources book. 3) Monitoring and supervision from professionals. 4) Good and clear guidelines. 5) Common working system. 6) Use mother tongue as medium of instruction 7) Awareness among parents/community 8) Text book be amendable. 9) Refreshers Course for teachers. 10) Established model school in every District. 11) Teacher pupil ration should be determined in every schools. 12) Adequate resource support.

Sr. No.	States/UTs	Suggestions
		<p><b>Teachers:</b></p> <ol style="list-style-type: none"> <li>1) More training for teachers.</li> <li>2) Better co-ordination between parents and teachers.</li> <li>3) Good school administration.</li> <li>4) Public awareness regarding CCE.</li> <li>5) Schools should have adequate teachers in place.</li> <li>6) Effective monitoring cell for CCE.</li> <li>7) Sufficient funds for carrying the CCE.</li> <li>8) Computer facilities for all schools.</li> <li>9) Appropriate teacher pupil ratio.</li> </ol> <p><b>Parents:</b></p> <ol style="list-style-type: none"> <li>1) It is difficult to collect materials for project work.</li> <li>2) They need a lot of help from parents at home.</li> <li>3) Students are not weak in their studies.</li> <li>4) Difficulties for rural areas.</li> <li>5) There are certain activities which are really not necessary and not related to the lessons.</li> <li>6) It is time consuming.</li> <li>7) They are not afraid of failure which result in the negligence of their studies.</li> <li>8) Continuous and repetition of exam and test.</li> <li>9) Since CCE is not implemented as its</li> </ol>

Sr. No.	States/UTs	Suggestions
		<p>supposed to be, it results in less progress in students performance.</p> <p><b>DIET Lecturer:</b></p> <p>More training must be given to the teachers.</p> <p>2) More awareness campaign should be organized among the community.</p> <p>3) More guidance must be given to the children by the Teachers and Parents/ Guardian.</p>
16	Puducheery	<p><b>Educationist:</b></p> <p>1) In-service training programme (effective).</p> <p>2) Documentation of the FA(a)/(b) in systematic manner.</p> <p>3) Teacher pupil ratio.</p> <p>4) Both CBSE &amp; State Board should have uniform CCE pattern.</p> <p>5) An uniform text book in all schools.</p> <p>6) Effective training should be given.</p> <p>7) Headmaster should monitor regularly.</p> <p>8) Records should be maintained properly.</p> <p>9) Required materials should given beginning of the each term.</p> <p>10) Teacher pupil's ratio.</p> <p>11) Both CBSE &amp; State Board should have uniform CCE pattern.</p> <p>12) Need more design projects and</p>

Sr. No.	States/UTs	Suggestions
		<p>activities.</p> <p>13) An uniform text books in all schools.</p> <p>14) Fearless examination system, avoiding bulk learning, curl the practice of rote.</p> <p>15) Attempt for an attitude change among teachers rooted in traditional method of teaching.</p> <p>16) Training essential proper guidelines awareness program.</p> <p>17) Awareness about training.</p> <p>18) Adequate training is essential</p> <p>19) Resource materials relevant to subject matter is essential.</p> <p>20) Proper training and guideline and awareness about CCE.</p> <p>21) Monitoring at regular interval framing of clear cut guideline. Adequate training , manual for implementation, training in documentation, motivation.</p> <p>22) More project work.</p> <p>23) More expensive</p> <p>24) Parent should support Student should involved in every activities.</p>
17	Chandigarh	<p>1) Training of teachers, school heads</p> <p>2) Sensitisation of parents regard provision of CCE.</p> <p>3) Redesigning the teaching technique.</p> <p>4) PRT should be lower.</p>

Sr. No.	States/UTs	Suggestions
		5) Workshops for teacher with line examples. 6) Clear cut guidelines. 7) Proper supervision. 8) Regular training by experts from NCERT. 9) Students ratio in a class not more than 3. 10) More training will be given to teachers on effective implementation of CCE in classes. 11) Syllabus should be reduced and design in such a way that it provides scope for effective implementation of CCE. 12) Sufficient support by school and parents. 13) Skill to design projects and activities should be imparted during pre-service & in-service courses. 14) Specific training with clear cut guidelines. 15) Extra resource material should be developed in tune of CCE. 16) Teacher time should be increase for preparation. 17) Regular faculty meets. 18) Time and again orientation

Sr. No.	States/UTs	Suggestions
		<p>programme.</p> <p>19) Proper training to teachers, books, academic plan/source books and tips must be continued.</p> <p>20) Student teacher ratio.</p> <p>21) Reduce syllabus.</p> <p>22) PRT should be 1:35</p> <p>23) Teachers should be kept free for the academic.</p> <p>24) Adequate training to the teachers.</p> <p>25) More computers are required with internet connection.</p> <p>26) CCE should be upto class VIII only. In this era of competition, students should be prepared to face the competition.</p>
18	Madhya Pradesh	<p>1) TR need at cluster level.</p> <p>2) Fulfillment of teaching staff in the schools.</p> <p>3) Clear cut guidelines should be given.</p> <p>4) Resource support should be given.</p> <p>5) Special training for teachers.</p> <p>6) Providing budget for organizing all co-curricular/ cultural activities.</p>
19	Arunachal Pradesh	<p>1. Sensitization and awareness.</p> <p>2. Intensive training</p> <p>3. Uniform and clear cut guidelines.</p> <p>4. Support materials.</p>

Sr. No.	States/UTs	Suggestions
		5. Monitoring of CCE at various levels.
20	Meghalaya	<ol style="list-style-type: none"> <li>1. Adequate school infrastructure</li> <li>2. Massive training on CCE covering all teachers in phase manner.</li> <li>3. Proper training, workshops for teacher educators.</li> <li>4. Proper training, workshops for teachers</li> <li>5. Proper guidelines and instructions related to its implementation.</li> <li>6. Awareness programmes for parents.</li> <li>7. Monitoring and suspension</li> <li>8. Textbooks need to be revised.</li> <li>9. Required materials (TLMs) be ensured in schools.</li> <li>10. Proper syllabi &amp; curriculum be provided to all schools.</li> <li>11. Trainings for other educational functionaries.</li> </ol>

**Format for comments on the Implementation of CCE and no Detention provision in the RTE Act, 2009**

Name of State

Name of Respondent

Affiliation - Governments departments / Teachers/ Parents / NGOs/  
Individuals

S. No	Question	State			Teachers			Parents			Individuals /NGO			
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process	
<b>Regarding Status of CCE</b>														
1	If any GO/GOs on CCE have been issued.													
2	If any guidelines on CCE have been developed.													
3	If Yes, have these been disseminated to all schools													
3a	If answer of either Q 1 or Q 2 is Yes, Are they clear and easy to understand? Answer only in Yes or No													

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
<b>Preparedness for CCE</b>													
		Yes	No	Some	Yes	No	Some	Yes	No	Some	Yes	No	Some
4	Have the Education Department Functionaries at different levels been oriented to the guidelines on CCE?												
5	Have the teachers in the State been oriented on CCE												
5a	If answer of Q 5 is Yes or some-whether these training/orientation has been of satisfactory quality												
6	Was any assessment of the logistical support required by schools for the												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
	implementation of the CCE made?												
7	Has any arrangement been made for continuous academic support to the teachers on CCE?												
<b>Relationship with other Pedagogical Interventions</b>													
		Yes	No	To a Certain extent	Yes	No	To a Certain extent	Yes	No	To a Certain extent	Yes	No	To a Certain extent
8	Are teachers getting enough support for evaluation in co-curricular areas?												
9	Does existing curricular plan provide enough space for effective implementation of CCE in schools?												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
10	If answer of Q. 9 is Yes, was any kind of assessment done for the same?												
11	Is there any provision for follow up action by teachers on the basis of CCE?												
12	Is there any provision for sharing a child's progress with the Parents?												
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
13	Has the detailed guidelines for enforcing the detention provision have been issued?												
14	Whether GO/GOs have been issued												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
	to enforce on detention provision.												
<b>Understandings of CCE</b>													
		Yes	No	Not Fixed	Yes	No	Not Fixed	Yes	No	Not Fixed	Yes	No	Not Fixed
15	Are schools conducting paper pencil test												
16	If answer of Q 15 is Yes what is the system of periodic tests (numbers and frequency) for e.g.- 4 test on quarterly basis												
17	<b>How are teachers expected to utilized the result of the test</b>	Yes	No	Oth ers	Yes	No	Oth ers	Yes	No	Oth ers	Yes	No	Oth ers
a	Grading the child- Best, Good, Bad, Worst												
b	Sharing with Parents												

S. No	Question	State			Teachers			Parents			Individuals/NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
c	Improving of Learning Strategies												
d	No Action has been taken												
18	<b>Tick under Yes, no or others depending on whether you agree with the statement:</b>	Yes	No	Not sure	Yes	No	Not sure	Yes	No	Not sure	Yes	No	Not sure
a	It provides constructive feedback on the teaching learning process rather than failing, passing or grading a Child												
b	Creating an effective environment for Activity, Discovery and Exploration in the Classrooms as per Section 29 of the RTE												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
c	Provide space for Nurturing a Child's potential through feedback obtained through CCE by teachers												
d	Is the evaluation method adopted reducing stress in our children?												
e	Is the evaluation method adopted inducing more anxiety in our children?												
f	This form of assessment have reduced the fear for external examination												
g	CCE can be an effective pedagogical tool for making teachers												

S. No	Question	State			Teachers			Parents			Individuals/NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
	aware of the result of his/her effort in the classroom processes?												
h	Teachers are able to register every nuances of a Child's Development												
i	Primary focus should be on subsequent learning experiences after the evaluation activity												
j	It ensures Teacher Accountability through the maintenance of the Child Profile and other ways of Recording												
k	There is still an academic ambiguity which will require a lot of pedagogical												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
	clarity about the actual notion of CCE.												
l	There is still a lagging in Teachers Preparedness												
m	As it increases the accountability of teachers it also require more dedication from teachers and increase in work load												
n	It will require suitable PTR in the Schools												
o	Inadequate infrastructural support for organizing or keeping Child Records												
p	It is difficult to communicate a Child's progress to the Parents												
q	It makes children free												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
	from any kind of fear – so she/he does not feel the burden of learning												
r	Can CCE increase the effectiveness of teachers and enhance job satisfaction												
s	Are Teacher's able to assess a child's strengths and weaknesses on the basis of CCE?												
t	Is it accurately measuring the new skills and competencies developed through the activity based approach?												
u	Are teachers able to design subsequent learning experiences under CCE?												

S. No	Question	State			Teachers			Parents			Individuals /NGO		
		Yes	No	In process	Yes	No	In process	Yes	No	In process	Yes	No	In process
<b>Opinion about - No detention</b>													
		Yes	No	Not sure	Yes	No	Not sure	Yes	No	Not sure	Yes		Not sure
19	Do you think detaining a child in a class for her poor progress may help the child in any way												
20	Do you think child is responsible for her poor progress												
21	Do you think teachers are responsible for child poor progress												
22	Should a child be detained in the same class if progress is not satisfactory?												

**A. Status of the coverage of schools under CCE.**

Schools	All Governments & Aided	All Private Schools	On Pilot basis
PS			
UPS			

**B. Suggestions for effective implementation of CCE and No Detention Provisions.**

- a.
- b.
- c.

**REVISED FORMAT FOR COLLECTING STATES' FEEDBACK ON  
NO DETENTION POLICY AND CCE**

<b>Questionnaire for Parents - CCE and No detention Policy</b>			
Name of Respondent		Date	
Name of School child attends			
1. What should be the objective of tests or examinations? (i) To decide who passes and who fails. (ii) To know the learning gaps of the children and provide them necessary assistance.		1. (i) 2. (ii) 3. Both (i) & (ii)	
2. Children fail in the annual examination because i. They are incapable of learning. ii. They do not receive necessary academic guidance and support. iii. They remain absent from school for a long time.		1. (i) 2. (ii) 3. (iii) 4. (ii) & (iii) 5. All	
3. Do you agree with the view that it is never the child who fails, but the school system?		1. Yes 2. No.	
4. Do you think a child will feel demoralized if she is detained in a class?		1. Yes	
		2. No	
5. <b>What is better :-</b> (i) Conduct examination at the end of the year and do not		1. (i)  2. (ii)	

<p>promote a child who fails.</p> <p><b>(ii)</b> Keep doing internal assessments to support the child as per her needs to help her learn.</p>	
<p>How many examinations does your child give in a year?</p> <p>Are they less/adequate/more than required?</p> <p>Do you feel that your child is burdened with so many examinations?</p>	
<p><b>6. Have teachers discussed with you the idea of Continuous and Comprehensive Evaluation (CCE)?</b></p>	<b>1. Yes</b>
	<b>2. No</b>
<p>6.1 Do teachers discuss with you regarding progress of your child? If yes, how frequently?</p>	
<p>6.2 Does your child get any report card from school?</p>	
<p>If is yes, then -</p> <p>6.3 Do you able to understand the progress of your child on the basis of Report Card?</p>	
<p>6.4 Do you sign the report card of your child?</p>	
<p><b>7. Has there been any discussion on 'no detention' in the school or SMC</b></p>	<b>1. Yes</b>
	<b>2. No.</b>

meetings?	
<b>8. Has CCE been implemented in the school?</b>	1. Yes 2. No
8.1 How did you come to know that CCE is implemented in the school?	
<b>9. Have you noticed any difference in the way classes are conducted in the school?</b>	1. Yes 2. No.
9.1 What are the major difference in classroom transactions?	3.
<b>10. Have you encountered any difficulty in your child undergoing CCE in school? If yes, please indicate three such difficulties.</b>	

Questionnaire for <b>Teachers</b> - CCE and No detention Policy			
Name of Respondent		Date	
School Name		Designation	
1. What should be the objective of tests or examinations? (i) To decide who passes and who fails. (ii) To know the learning gaps of the children and provide them necessary assistance.		1. (i) 2. (ii) Both (i) & (ii)	
2. Children fail in the annual examination because (i) They are incapable of learning. (ii) They do not receive necessary academic guidance and support. (iii) They remain absent from school for a long time. (iv) Their socio-economic background is poor		1. (i) 2. (ii) 3. (iii) 4. (ii) & (iii) 5. All	
a. Do you believe that 'no-detention' policy is a right policy ? b. Why?		6.	
3. Do you agree with the view that it is never the child who fails, but the school system?		1. Yes 2. No.	

4. Do you think a child will feel demoralized if she is detained in a class?	1. Yes 2. No
5. What is better : -  (i) Conduct examination at the end of the year and do not promote a child who fails.  (ii) Do periodic internal assessments to support the child as per her needs to help her learn.	1. (i)  2. (ii)
6. Has there been any discussion on 'no detention' policy in training programmes?	1. Yes 2. No
7. Have you received any training on CCE?	1. Yes 2. No
8. If CCE is being implemented in your school, what is your experience?  (i) Useful and easy to implement.  (ii) Useful, but difficult to implement.  (iii) Useful but time consuming  (iv) Not useful and time consuming	1. (i)  2. (ii)
How many formats do you fill for implementation of CCE in your class/subject?  How much time does it take for filling up	

formats? How do you use CCE formats, once they are filled up? Please give one example.	
9. If answer to (8) is (ii), what are the difficulties you encounter? Please list out three important difficulties.	
10. If CCE is to be implemented effectively, what are the five things you will like to be done?	
Do you agree that 'quality of education' would be affected badly due to no-detention policy? Why?	
11. Select the correct option regarding no-detention from bellow  (i) If the child gets less than passing marks/grade, convert it to passing level and promote the child  (ii) If the child gets less than passing marks/grade, keep the same marks/grade and promote the child.	

Questionnaire for <b>Education Department Officials / SCERT / DIET</b> <b>Faculty</b> - <b>CCE and No detention Policy</b>			
Name of Respondent		Date	
Organisation	GCERT	Designation	
<b>CCE Implementation</b>			
1.	Are you familiar with the provisions on 'No detention' and CCE in NCF-2005 and RTE Act, 2009?	1. Yes 2. No	
2.	Do you agree with the arguments contained in the NCF-2005 regarding evaluation of children at elementary level?	1. Yes 2. No	
Suggestion for Q-2.: We should list the arguments so the respondent can respond on the particular argument.			
3.	If answer to (2) is 'no', please given reasons for it?		
4.	Have you attended any training on 'no detention' policy? At what level?: National/ State/District Organized by? :NCERT/SCERT/SSA/DIET/Other (please specify)	1. Yes 2. No.	
5.	What according to you is the rationale for 'no detention' policy?	•	

<p>6. Do you foresee any problem in implementation of 'no detention' policy? If yes, list out five such problems.</p>	<p>• .</p>
<p>7. Do you think teachers have understood the rationale behind 'no detention' policy?</p>	<p>1. Yes 2. No 3. Partially</p>
<p>8. If answer to 7 is 'No' or 'Partially', what three steps would you suggest to create better understanding?</p>	
<p>9. Have you received any training on CCE? At what level?: National/ State/District Organized by? : NCERT/ SCERT/ SSA/ DIET/ Other (please specify)</p>	<p>1. Yes 2. No</p>
<p>10. Please give your comments, why should CCE not be implemented?</p> <p>(i) It is not useful.</p> <p>(ii) It is useful, but is time-consuming.</p> <p>(iii) Teachers do not have adequate training and support.</p> <p>(iv) Children do not have required resources to do activities/projects etc.</p> <p>(v) Teachers do not have the required materials.</p>	<p>•</p>

<p>11.If you think it should be implemented, what are the difficulties faced by the teachers?</p> <p>(i) Lack of inadequate training.</p> <p>(ii) Lack of adequate resource support.</p> <p>(iii) Textbooks not amenable to CCE.</p> <p>(iv) Inadequate skills to conceive of and design projects and activities.</p> <p>(v) Absence of clear cut guidelines.</p> <p>(vi) It is very time consuming for teachers</p> <p>(vii) Teachers would give more focus to 'evaluation' than 'teaching-learning'</p>	<p>•</p>
<p>12.What are the five steps you would like to suggest for effective implementation of CCE?</p> <p>Do you feel that the government should organize a systematic media campaign for general awareness of people?</p> <p>How? which steps?</p>	<p>•</p>

## **Non Détection Policy**

Kiran Devendra<sup>4</sup>

It is unfortunate that when Pratham's Annual Survey of Education Report (ASER)-2012 was put up, it created a sensation about the low achievement levels of children at school level. A lot of tension has been there ever since in the education and the political circles. The general public, parents in particular, get anxious and children begin to get nervous. Everyone wants to make the sincerest of effort to bring in a change which would ensure improvement of learning levels of children.

In an effort to improve the learning levels of children, the urge to bring back the detention policy may not assure the improvement if children, who are not promoted to the next class may be forced to withdraw from the system. It is unfair to judge them without thinking of their limitations and helplessness. There could be several reasons. It may be due to multiplying learning gaps, learning disabilities or failing health of self or a close family member or others. The school system needs to continuously address the needs of the children. It needs to strengthen the resolve of every child to make an effort to be an active participant in teaching learning processes. It is doubtful whether detention would actually improve the learning levels of children as it will de-motivate the children who are kept back. They would not know what to do and how to come back!

For some time there has been a debate going on to bring in the detention policy in school education. When participating in the debate in favour of the non-detention policy something that strongly comes to my mind is my own experience in school when I never did well in Mathematics. Every time when the results were announced I felt ashamed, choked and humiliated. It was a daunting experience for me to face my parents, my

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peers, teachers and relatives. Each one trying to find fault with me and trying to give suggestions. All this would add to my humiliation and I would not have known how to cope with it had my parents not supported me through and through. When I look back I am reminded of how strongly my parents kept on reminding me that I did not have to worry about the sarcastic comments of anyone. I only needed to keep looking at my strengths. They always believed that I would make my presence felt because of several other positive strengths which I had.

Most of the members in various committees feel that because of the non-detention policy, the children have become irresponsible and they do not want to study at all. It is very difficult to believe the statement that each time a child does not do well, by no stretch of imagination, can he or she rest or be carefree. This child's mind would always be restless not knowing how to face humiliating situation in the absence of support. This child would be ridiculed, made to feel guilty, irresponsible to one who is 'good at nothing'. In a situation like this would this child ever be able to make effort, strong enough to help him/her to come up and do well. This would be impossible unless and until some kind of support is assured to him or her either by parents, teachers peers or somebody in the community who understands the child's sense of loss in facing failure alone. National Policy on Education-1986 revised in 1992 is strongly supporting the non-detention policy at the primary level. It envisages making evaluation as disaggregated as possible. It has also very strongly recommended the exclusion of corporal Punishment from the education system.

The NCF's position paper of the National Focus Group of Examination Reforms recognises that a lot of stress is created for children when they are put to testing and examination, it has also suggested that we do not use the term 'fail'. It suggests that there should be no exams as are absolutely necessary, as every testing creates undue anxiety and takes away the joy of

learning and discovering. The Act has tried to save children from the anxiety of admissions tests. A Government of India's circular from the MHRD (23.11.10) has categorically state that **".....children and their parents are not subjected to tests and interviews... Screening to assess children's intelligence is also to be prohibited."** It suggested school-based assessment on a continuous and comprehensive basis. The Right to Education – 2009 has also suggested that detention should not be there for children in schools. It prohibits holding back and expulsion of a child from school till a child completes elementary education. There is need to understand that this kind of an approach is not to encourage, promote or support something what will bring in dilution of education standards. The RTE makes provision for Continuous and Comprehensive Evaluation (CCE) procedures which can help teacher to assess children's learning in a manner where it will help to plug the learning gaps. NCERT's package on CCE for primary and upper primary level has not only provided an understanding but its exemplars have gone further to help teachers practice CCE with an understanding and sensitivity for the child to enable her/him to learn at his/her own pace. Teacher would be able to address multiplied learning gaps in every child and each child will be able to participate in the learning process at his/her own pace provided the CCE is implemented in the right spirit. It will lead to improving every child's learning levels at his/her own pace!

Kendriya Vidyalaya Sangathan has reported its dilemma in ensuring improved learning levels of children with 'no detention' and 'Continuous Comprehensive Evaluation' in the schools. The Kendriya Vidyalaya Sangathan needs to look at the NCERT's package to address its dilemma as the CBSE CCE approach has created a lot of confusion for the Sangathan as well as the UTs without legislatures. We need to address the basic questions – (a) Is the overall development of children more important

than merely improving their learning levels? and (b) Can detention policy help children to improve their learning levels?

Thinking from children's point of view, their self-esteem/self confidence, having trust and faith in them and respect for their dignity would help every child feel comfortable in the journey of his/her educational life. Not only will each child perform better but would develop strong and practical coping mechanisms to deal with life's challenges and daunting situations! The teachers need to break their stereotypical thinking and mindset that it is no longer their responsibility whether children learn or not, they are laid back as with no detention policy in place, children will go to the next class. This is actually leading to the dilution of learning. Teachers need to seriously focus on the learning in spite of the no detention policy. Bringing back the detention policy would be going against the spirit of the National Policy on Education (revised 1992), the National Curriculum Framework-2005 and the Right to Education (2009). It cannot help the children, it will bring down their self-esteem must be allowed to walk in his/her journey in school at his/her own pace.

**References: -**

- National Policy on Education (with modification undertaken in 1992), MHRD, New Delhi.
- NCERT. National Curriculum Framework-2005 and its Position Papers.
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- Ojha Seema S., Implementing Right to Education: Issues and Challenges. Research Journal of Education Sciences, Vol.1(2), 1-7, May, 2013, NCERT, New Delhi.
- Interactions with parents, children and teachers.

Dated 21<sup>st</sup> July, 2014

In another letter dated 21<sup>st</sup> July, 2014 , Ms Kiran Devendra had shared her views on no detention provisions under RTE Act. The same is reproduced here:

It has been a nice experience to be a part of this committee. It was equally a nice feeling to find you giving so much of time to the discussions and deliberations in the meetings and Field visits. It was gracious of you to have given me a lot of space for putting across my views On no detention candidly.

I am convinced that CCE should be implemented in the spirit that it should help the teachers To regularly plug the learning gaps of students. There will never be a need to detain students.

The NCERT's CCE package should be used by all States/ UTs keeping in view local contextualities and need. Students up to the Elementary stage should not be detained.

Parents alone should not have the responsibility to send children to school. The teachers must also be made accountable for ensuring that students come to school regularly and become a part of healthy teaching learning processes. The teachers need to come out of their mindset that they are too busy .Their resistance to introduce systemic reforms need to be addressed.

With kind regards

Kiran Devendra

**Professor Nargis Panchapakesan -**

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July 18, 2013

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Note on assessment and implementation of CCE in the context of the no detention provision in the RTE Act for the CABE Sub-committee constituted for this purpose.

An important policy in education, globally, is that of universalisation of education at different levels. In India, since Independence Universalisation of Elementary Education (UEE) has been a constitutional obligation. Happily this obligation now has the status of an Act, the RTE act. A critical implication of UEE is that children are capable of learning and mastering goals charted out for them up to elementary level. It needs to be borne in mind that this is true for ALL children except perhaps for children in the category of CWSN. If such is the case then how can we possibly justify failing/detaining children during the elementary grades on the assumption that they are not able to meet required standards. There is thus, an inherent flaw in our understanding of UEE, it is not the child who fails but the system is failing the child, if children are not able to meet given standards.

The problem of children 'not meeting expected standards' is not new. There have been many publications dealing with wastage and stagnation in the past, terms which are no longer in use currently but were a part of our literature. Hopefully, to-day we are able to understand the problem of 'stagnation' better, because we now can take into account the total context of the child. It is this understanding about children's learning which has resulted in the 'no detention policy' articulated in the RTE Act. Additionally this policy is supported by the fact that universally there is no provision for failing children, children are not detained anywhere.

Furthermore in our own situation, as has been repeatedly pointed out, in many states a no detention policy existed even before RTE.

To strengthen the case for the 'no detention policy' several problems associated with detention are listed: -

- Studies have shown that detaining children does not result in improving their learning
- Detention increases drop-outs, both teachers and children feel that learners are not able to cope with expectations so children leave the system
- Teachers agree that detention is demoralizing
- Detention results in a lowered self image of the learner.
- Incentive to perform is NOT based on detention

**To summarize: -**

UEE implies ALL children can learn. 'No detention' is based on strong grounds so it must be acceptable. There is no basis for the belief that if children are not detained it will compromise the quality of education. The world over no detention is accepted without question.

We emphasize that the 'no detention' policy is not being promoted in isolation. It needs to be completely supported by a proper understanding of CCE - continuous and comprehensive evaluation. To elaborate, CCE is a much misunderstood term in the context of both the qualifiers, continuous and comprehensive. This terminology was created because of the lack of a valid form of assessment in our schools. Children were evaluated in a very limited and stunted way. The child's evaluation was only reported in marks obtained in a final examination, or at the most in two terminal tests and a final examination with a given weightage for the three tests. The term continuous was thus introduced to correct for end of term tests. The implication being that children are assessed during the teaching learning process, assessment being an intrinsic part of the teaching and learning

process. It is possible to assess children during the process of learning at different times and by multiple ways (it is not possible to go into details here). The concept of learning is also widened to include all aspects of a child's growth, not only limiting it to school subjects, hence the term comprehensive in CCE. CCE can be achieved in evaluation of learning but different aspects of learning and the means of evaluating these aspects need careful detailing.

Finally, several conditions must be met if we are to implement 'no detention and CCE in a meaningful way: -

- All systemic inputs are in place – RTE's requirements about teachers and infrastructure are met
- Teacher training about CCE has taken place
- Involvement of structures like CRCs and BRCs has happened
- There is a proper understanding about children's learning
- There is an acceptance that the purpose of evaluation is not certification but enhancement of learning

**Professor Nargis Panchapakesan**

Ex Dean, Faculty of Education, University of Delhi.

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**July , 2014**

Comment of Ms Nargis Panchapakesan, Former Dean, Faculty of Education, University of Delhi on Draft for Discussion for CABE Sub Committee Report in the meeting held on 18-7-2014

Firstly I state that I strongly endorse the provisions of the no detention in the RTE Act 2009 , therefore , I do not agree with the clause 5 of the draft and dissent .

I have several problems with draft , they are delineated below:

The report of MHRD, despite rich material being presented in terms of data , background and references, has been unfortunately ignored. The apparent reason seems to be political inclination / compulsion which is biased in favour of detention. The draft focuses only on those aspects ( references, data etc.) which support a policy of detention, the draft should have been more balanced in this regard. On the whole , the draft is disappointing.

Detailed comments :

1 (a) ASER results are not comparable on yearly basis because of methodological problems. Even if learning levels have declined it is no account of children from the most marginalised sections of society now being enrolled and tested. The draft pays scant attention to such issues and shows total lack sensitivity to critical concerns.

(b) Migration to private school began before the advent of RTE so the Act cannot be blamed for migration which is because of market forces.

2(a) according to RTE , there is a strong provision for assessment (CCE) so to say there is lack of assessment is wrong. Further research does not clearly show that standardized assessments increase accountability, in fact there are differing perspectives, these should also have been read and quoted. It is rather un-academic to select only those researches which support us.

On recommendations 1 and 2 all aspects of learning must be addressed , not only high performance in scholastics areas, we are begin doing precisely what we were doing earlier focusing on very limited and stunted dimensions of children's learning . The whole purpose of CCE is defeated.

There are serious bottlenecks and changes are difficult to implement , only if we have a strong conviction and determination will be able to affect any change in the system to ensure equitable and quality education for all.

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