

**GOVERNMENT OF INDIA
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF SCHOOL EDUCATION & LITERACY**

**LOK SABHA
UNSTARRED QUESTION NO.821
TO BE ANSWERED ON 21st November, 2016**

No Detention Policy

821. SHRI D.K. SURESH:
SHRI M. RAJA MOHAN REDDY:
SHRI PREM DAS RAI:
SHRIMATI RAKSHATAI KHADSE:
SHRI K.C. VENUGOPAL:
SHRI PRABHAKAR REDDY KOTHA:
SHRI P.C. GADDIGOUDAR:
SHRI GEORGE BAKER:
SHRI DINESH TRIVEDI:
DR. HEENA VIJAYKUMAR GAVIT:
SHRI GUTHA SUKENDER REDDY:
SHRI JAYADEV GALLA:
SHRI B. SENGUTTUVAN:
SHRI R. DHRUVA NARAYANA:

Will the Minister of HUMAN RESOURCE DEVELOPMENT be pleased to state:

- (a) whether it is true that there has been a significant decline in learning outcomes in schools across the country and if so, whether the Government is considering to review No Detention Policy in this regard;
- (b) whether the Government has received representation from various stakeholders/State Governments seeking to revoke the No Detention Policy in schools and if so, the details thereof;
- (c) whether the Government had constituted various Committees to revive the said Policy and if so, the details of each Committee including the recommendations and action of the Government thereon;
- (d) whether the Government has sought legal opinion regarding the scrapping of the said Policy and if so, the details thereof; and
- (e) whether the Government is also in receipt of opinions against the discontinuation of the No-Detention Policy including from NCERT and if so, the details thereof ?

ANSWER

MINISTER OF STATE IN THE MINISTRY OF HUMAN RESOURCE DEVELOPMENT

(SHRI UPENDRA KUSHWAHA)

- (a) & (b) : The National Council of Educational Research and Training (NCERT) conducts periodic national surveys of learning achievement of children in classes – III, V, VIII and X

which indicates that there is a need for significant improvement in learning levels. Out of 28 States and UTs that have shared their views on the 'No Detention' policy, 23 States have suggested modification to the No Detention policy. The summary of the responses received from State Governments and UT Administrations on 'No Detention' policy is at Annexure-I.

(c): A Sub-Committee of the Central Advisory Board of Education (CABE) under the Chairpersonship of Smt. Geeta Bhukkal, Education Minister, Government of Haryana was constituted for assessment of implementation of Continuous and Comprehensive Evaluation (CCE) in the context of 'No-Detention' provision in the Right of Children to Free and Compulsory Education (RTE) Act, 2009. The recommendation of the Committee on the roll out plan of 'No Detention' policy, is as under:

“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).

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 process towards higher quality education for all.”

Another Sub-Committee of CABE under the Chairpersonship of Shri Vasudev Devnani Minister of Education, Government of Rajasthan was constituted on 26.10.2015 inter-alia, to review the feedback received from States / UTs on the 'No-Detention' policy. Apart from other recommendations of the Sub-Committee, the recommendations on 'No Detention' are as

under:

‘There should be an examination at Class 5. It should be left to the States and UT’s to decide whether this exam will be at the block, district, or State level. If a child fails then allow the child an opportunity to improve. There should be additional instruction provided to children and the child should be given an opportunity to sit for another exam. If the child is unable to pass the exam in the second chance, then detain the child. At Classes 6 and 7, there should be a school based exam for students. At class 8, there should be an external exam. In case the child fails the child should be given additional instruction and then appear for an improvement exam. If fails again, then detain.’

Another Sub-Committee of the Central Advisory Board of Education (CABE) was formed for the purpose of improving the state of Government schools in the country under the Chairpersonship of Dr. Daljit Singh Cheema, Education Minister of Punjab. The recommendations of the Sub-Committee as regards Learning Outcomes and the ‘No Detention’ policy are as under:

“Assessment of Student Learning as an Integral Part of Pedagogy - Define comprehensive benchmarks of student learning for each stage of education - Make available exemplar tools and processes for assessment aligned to the benchmarks - Build teacher capability in the area of assessment (Assessment Literacy) - Empower teachers to design classroom pedagogy, choose curricular material and select assessment processes - Implement Continuous and Comprehensive Evaluation (CCE) in its true spirit

Review “no detention” policy: It should be noted that the ‘no detention’ policy adopted in the light of RTE 2009 has proven to be counterproductive.”

A meeting of CABE was held on 25.10.2016 in New Delhi wherein a decision was taken in the meeting that the Central Government may bring in suitable amendment to the RTE Act, 2009 which will give States the freedom to review the ‘No Detention’ Policy. It was

decided to apply 'no detention' provision up to Class V and the States/UTs may decide to detain children for Class 6, Class 7 or Class 8, however, the child should be given one opportunity to pass the respective class before being promoted to the next class.

(d): Any change in No Detention Policy would require amendment to the RTE Act, 2009. Accordingly, the Ministry has sought comments of Ministry of Law and Justice on the issue.

(e): The NCERT has suggested that for the success of No Detention Policy, there is a need to prepare the ground to strengthen Continuous and Comprehensive Evaluation (CCE) empowering teachers through pre-service and in-service teacher training programmes. Learning outcomes are in built in the syllabus and textbooks. NCERT has developed Learning Indicators and Learning Outcomes for Elementary Stage as an exemplar for guiding the States and UT's. Defining learning outcomes and indicators will facilitate monitoring of students' against expected benchmarks, organizing additional instruction for children who have learning gaps and sharing progress of the child with parents or guardians. It will help identify the overall performance of a school with regard to learning and teacher effectiveness. The Government has decided to put Learning Outcomes in the Rules of the RTE Act 2009. Comments of State Governments which are against the discontinuation of the 'No Detention' policy are also mentioned in the Annexure-I.

ANNEXURE-I

ANNEXURE-I REFERRED TO IN REPLY TO PARTS (a), (b) AND (e) OF LOK SABHA UNSTARRED QUESTION NO.821 TO BE ANSWERED ON 21ST NOVEMBER, 2016 ASKED BY SHRI D.K. SURESH, SHRI M. RAJA MOHAN REDDY, SHRI PREM DAS RAI, SHRIMATI RAKSHATAI KHADSE, SHRI K.C. VENUGOPAL, SHRI PRABHAKAR REDDY KOTHA, SHRI P.C. GADDIGOUDAR, SHRI GEORGE BAKER, SHRI DINESH TRIVEDI, DR. HEENA VIJAYKUMAR GAVIT, SHRI GUTHA SUKENDER REDDY, SHRI JAYADEV GALLA, SHRI B. SENGUTTUVAN, SHRI R. DHRUVA NARAYANA REGARDING NO DETENTION POLICY

The details of the responses received from States/UTs on 'No Detention' policy are as under:

S. No.	Name of the State / UT	Gist of Comments / Remarks of State Government / UTs
1.	Bihar	No Detention Policy to be withdrawn and Continuous and Comprehensive Evaluation (CCE) Policy should be implemented. Performance of students should be assessed from time to time.
2.	Himachal Pradesh	1. Introduction of internal examination at class 3 rd and third party examination at the level of 5 th and 8 th classes. 2. Detention of students at 3 rd , 5 th & 8 th classes who fail to acquire class appropriate competences as identified at the respective level.
3.	Madhya Pradesh	Board examinations at classes 5 th & 8 th to be held because No Detention Policy has adverse impact on the academic performance of students..
4.	Mizoram	All teachers to be trained in various aspect of Continuous and Comprehensive Evaluation (CCE) to enable them to practice it effectively. Till the system of CCE stabilizes, the No Detention Policy may be kept in abeyance for 5-7 yrs.
5.	Odisha	Provisions of 'No Detention' may be revisited and the State may be allowed to follow their own evaluation system at the end of every grade with class appropriate assessment.
6.	Punjab	Provisions of 'No Detention' may be amended to reintroduce exam system from 1 st – 8 th classes and start Board examination in classes 5 th & 8 th . A Resolution to this effect has been passed in the Punjab Vidhan Sabha.
7.	Rajasthan	'No Detention Policy' and 'Age appropriate Admission Policy' to be withdrawn due to the adverse impact in the quality of education on account of decline in the commitment levels of students as well as teachers towards education. Tests/examination and detention provide students a fair stage to perform, besides being a remedy for correcting the deficiency in the knowledge of students.
8.	Sikkim	Roll out plan of "No detention" in phased manner and assessment at classes 5 th & 8 th as regular attendance is not ensured by the family and thus 'No Detention' has further aggravated the motivation of students and teachers.

S. No.	Name of the State / UT	Gist of Comments / Remarks of State Government / UTs
9.	Tripura	'No Detention Policy' needs to be reviewed as this has led to a state of inattention to the teaching-learning process on the part of the children and has adverse impact on the regular attendance of students and teachers in schools.
10.	Uttar Pradesh	'No Detention Policy' needs to be revoked as it has resulted in lack of competition and has reduced the learning outcome of students.
11.	Uttarakhand	'No Detention Policy' needs to be withdrawn as this has brought down the standard of education. Half-yearly and annual examinations should be conducted in order to improve the quality of education of students and also their competitive spirits. This would also increase the responsibility of teachers.
12.	Puducherry	'No Detention Policy' needs to be reviewed as it has led to deterioration in quality of elementary education and created negative impact on the students' as well as parents' attitude and mentality. Therefore, 'No Detention Policy' needs to be restricted up to class V.
13.	Karnataka	'No Detention Policy' should continue in its present form as it is important to sustain students' interest in education and provide minimum 8 years of school education. Continuous and Comprehensive Evaluation (CCE) should be improved and monitored, year-end evaluation for a few classes should be conducted and students with low scores should be helped in improving their learning through special teaching.
14.	Delhi	'No Detention Policy' needs to be amended as this has led to students being promoted to next class without achieving the desired learning level of a class and being able to comprehend and follow the subject taught. It further results in unreasonable and undisciplined behaviour of students or their dropping out of school. 'No Detention Policy' may be restricted up to Junior Primary class, i.e. class 3.
15.	Kerala	'No Detention Policy' to be withdrawn as there is no harm in allowing a student one more year to recoup rather than allowing the student to pass to the next higher stage in an unbaked condition. The teachers will also be able to assess and correct themselves. Continuous and Comprehensive Evaluation (CCE) process to be strengthened. Periodical, terminal and year-end examination will be necessary for an objective analysis of the learning level of the student.

S. No.	Name of the State / UT	Gist of Comments / Remarks of State Government / UTs
16.	Andhra Pradesh	'No Detention Policy' should continue as otherwise the dropout rate would increase and it would be difficult to fulfil the objective of universalization of elementary education. Detention of students would demotivate them and lead to rote learning and undue fear of exams on the students and encourage malpractice and suppresses creative thinking, analytical ability, exploration and experimentation skills of the students. Annual examinations should be conducted to assess learning levels for class III, V and VIII. Continuous and Comprehensive Evaluation (CCE) should be strengthened. Quality of teaching should be improved.
17.	Gujarat	'No Detention Policy' to be reviewed and suitably modified.
18.	Nagaland	'No Detention Policy' needs to be reviewed as it has adversely affected both the students and teachers. The policy has made the students lazy and non-serious in their studies and the teachers too casual in their approach to teaching. The pass percentage and the grades/marks obtained by students in class IX and HSLC Examination have declined due to 'No Detention Policy'.
19.	West Bengal	'No Detention Policy' to be withdrawn as the learning outcomes and school environment has suffered due to the policy. Adequate safeguards may be put in place so that drop outs do not increase.
20.	Haryana	'No Detention Policy' needs to be withdrawn as it has resulted in deterioration in the quality of education due to decreased commitment levels of stakeholders. The policy has resulted in lackadaisical attitude on part of both students and teachers. For the policy to succeed, optimum teacher-pupil ratio should be optimum, along with compulsory attendance and effective implementation of Continuous and Comprehensive Evaluation (CCE). Tests/examinations provide students with competitive spirit besides motivating them to study.
21.	Telangana	'No Detention Policy' should continue to enable a child to learn better without fear of failure, detention and stigma. Continuous and Comprehensive Evaluation (CCE) should be strengthened to evaluate the learning standards of the child regularly and which focuses not on rote learning but encourages creative and critical thinking.
22.	Maharashtra	'No Detention Policy' should continue with some changes as the policy has reduced school dropout rates and helps in building self esteem. Schools to test children at least thrice every year. States should be given freedom to decide whichever policy to follow.

S. No.	Name of the State / UT	Gist of Comments / Remarks of State Government / UTs
23.	Goa	'No Detention Policy' should continue in the interest of the elementary education of all children. Measures should be taken for effective implementation of the Right of Children to Free and Compulsory Education (RTE) Act, 2009.
24.	Jammu & Kashmir*	Implementation of CCE should be reviewed with particular focus on regular assessment, evaluation and remedial teaching; detention from class 5th to 8th in a phased manner should be introduced; detention at class 9th should be done away with and external evaluation should be done in all classes from 5th onwards.
25.	Chhattisgarh	Detention should be at the level of class 8 and more than one opportunity should be given to pass class 8 exam. Also, the aggregate of points earned in class V should be carried forward to the next class.
26.	Arunachal Pradesh	'No Detention' should be reviewed and abolished.
27.	Daman & Diu	Negative effects of 'No Detention' policy have been highlighted.
28.	Chandigarh	No Detention Policy may be continued up to Class-IV. CCE may be continued. Centralized Annual Exam may be introduced in Class VII.

The remaining States/UTs are yet to furnish their comments.

* RTE Act 2009 is not applicable in the State of Jammu & Kashmir