

PARLIAMENT OF INDIA  
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY  
STANDING COMMITTEE ON  
HUMAN RESOURCE DEVELOPMENT

SEVENTY-FIRST REPORT  
ON  
THE PROBLEM OF DROP-OUTS

(PRESENTED TO THE RAJYA SABHA ON 8<sup>th</sup> Dec., 1998)  
(LAID ON THE TABLE OF LOK SABHA ON 8<sup>th</sup> Dec., 1998)

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DOC. No ..... D-10420

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(1998-99)

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## PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Seventy-first Report of the Committee on the Problem of Drop-Outs.

2. The Committee in this connection appointed a Sub-Committee under the convenorship of Shri Samik Lahiri in its meeting held on 16th January, 1997 to look into the various aspects of the Problem of Drop-Outs for making an in-depth study on the subject and to present a report thereon to the Committee at an early date.

3. The Sub-Committee considered the various documents and relevant papers received from the Department of Education, Ministry of Human Resource Development and also heard oral evidence of the Officials of <sup>State Govt.</sup> ~~that Department~~ on the subject and got the first hand information during its visits.

4. The Draft Report submitted by the Sub-Committee was considered and adopted on 9th October, 1998. The Committee at its meeting held on 19th November, 1998 decided to present the Report in the House during the Winter Session of Parliament.

New Delhi  
9th October, 1998  
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Asvina 17, 19920 (SAKA)

S. B. CHAVAN  
CHAIRMAN  
DEPARTMENT-RELATED PARLIAMENTARY  
STANDING COMMITTEE ON HUMAN  
RESOURCE DEVELOPMENT

National Institute of Educational Planning and Administration. In addition, the Sub-Committee also heard the views of the Education Secretaries of the Government of States/UTs of U.P. and Delhi on 12th June, Punjab, Haryana, Himachal Pradesh and Union Territory of Chandigarh on 13th June, Andhra Pradesh on 8th and Tamil Nadu on 9th July, Rajasthan on 13th October, Union Territory of Andaman & Nicobar Islands on 11th November, Orissa and West Bengal on 14th November, Assam, Arunachal Pradesh, Meghalaya, Manipur, Mizoram, Nagaland, Tripura and Sikkim, on 17th November, 1997 respectively.

1.3 The Sub-Committee on the Problem of Drop-Outs has endeavoured to fulfil, to the best of its ability, the objectives of the terms of reference set before it. The Sub-Committee tried to study a wide perspective, including all the aspects affecting the retention and progression of the students in the schools all over the country.

1.4 Since this was the first investigation of its kind, the Sub-Committee has no model or material to use as a framework of reference. As the assessment of the problem of Drop-Out could not be possible without making field visits, the Sub-Committee visited Hyderabad and Chennai from 7th to 11th July, Jaipur from 13th to 16th October and Port Blair, Calcutta and Guwahati from 11th to 18th November, 1997 to get first hand information on the subject. The Sub-Committee had planned to visit these States/UTs keeping in mind the diversities and inequalities that are prevailing in the field of education and also with a view to know the latest position of the drop-out rate, retention rate and also the progression



rates of the students from Classes I to VIII.

1.5 During its field visits, the Sub-Committee had exchanged views with Village Education Committees, Parents Teachers Associations, Mothers' Associations, Mahila Samoohas and the Members of the Village Panchayats and tried to know the role being played by them in the field of education. The Sub-Committee also tried to ascertain the attitudes of the villagers towards education.

1.6 The Sub Committee during its visits also made assessment of the quantitative as well as qualitative aspects of retention and achievement of children studying from Classes I to VIII. To find out the level of achievement, the Sub-Committee has given oral or written tests to the students of all the schools wherever it visited. For the retention study, the Sub-Committee checked the records maintained by the schools on enrolment, grade to grade promotion alongwith number of students enrolled, promoted, repeaters, drop-outs, and transferred to other schools.

1.7 Written information about the Problem of Drop-Out from the Ministry of Human Resource Development (Department of Education) and the State Governments where the Sub-Committee visited was obtained to know the reasons for large number of Drop-Out. The background note furnished to the Sub-Committee reveals the progress made in universalisation of elementary education since the

namely Andhra Pradesh, Assam, Gujarat, Jammu & Kashmir, Karnataka, Rajasthan, West Bengal and Dadra & Nagar Haveli. The Problem of Drop-out becomes more pronounced in the case of girls in these states.

Drop-out Rates in Classes I to VIII (Total) 1993-94

Drop out rates intervals	Stats/UTs
70% or more	Bihar, Manipur and Sikkim.
60-69%	Andhra Pradesh, Arunachal Pradesh, Assam, Karnataka, Orissa, Rajasthan, Tripura and Dadra & Nagar Haveli.
50-59%	Gujarat, Jammu and Kashmir, Meghalaya, Mizoram, Lakshadweep.
40-49%	Madhya Pradesh, Maharashtra and West Bengal
20-39%	Haryana, Nagaland, Punjab, Tamil Nadu, Uttar Pradesh. Andaman & Nicobar Islands and Delhi.
Less than 20%	Goa, Himachal Pradesh, Kerala, Daman & Diu, Pondicherry and Chandigarh.
National Average	52.80%.

1.16. The Committee has noticed that the drop-out rates in Classes I to VIII is more than that of classes I to V. Drop-out rate in classes I-VIII is more than 70% in three States namely Bihar, Manipur and Sikkim and from 60-69% in eight States/UTs namely, Andhra Pradesh, Arunachal Pradesh, Assam, Karnataka, Orissa, Rajasthan, Tripura and Dadra & Nagar Haveli. It is between 50-59% in five States/UTs namely, Gujarat, Jammu and Kashmir, Meghalaya, Mizoram, Lakshadweep. The Problem of drop out becomes more pronounced in case of girls in these states. Bihar topped the list with a drop out rate of 82.73%.

## OBSERVATIONS AND RECOMMENDATIONS

### I. Methods of computing drop out rate:

The Committee during its visit had held discussions with many NGOs and experts working in the field of education and felt that there is a lot of ambiguity about the method of computing the drop out rate. In view thereof the Committee wishes here to redefine the definition of the popular methods which are used for computing drop out rates. The three methods for determining drop-out rates are as under:

- a) method based on grade-to-grade progression rates.
- b) method based on ratio of grade V enrolment to grade I enrolment of 5 years before; and
- c) method based on individual students data on their year to year progress in schools.

The Committee recommends that the three above mentioned methods may be used as parameters to locate dropouts for which a Retention Register should be maintained.

### II Enrolment Ratio

The Committee is of the opinion that enrolment ratio and drop-out rates are co-related. Accurate drop out rate can be arrived at only on the basis of actual enrolment ratio. However, the Committee understands that this is not the position in most of the States. At present, what is happening is that Headmaster of a primary school simply shows all school-going children in the village as enrolled in his school in Class I. No consideration is being given to the percentage of children actually attending the school on a regular basis. Besides that, problem of double enrolment was

often found in evidence by the Committee during its state visits. The Committee feels that accurate enrolment figures can be easily arrived at by involving the Village Education Committees and local youth in this task. The Committee also recommends that the admission age of the child in Class I should be strictly adhered to in order to avoid the instances of fictitious enrolment.

### III. Maintenance of Enrolment, Progression and Retention Registers.

3.1. The Committee during its visits noticed that except the schools being run by the Shiksha Karmi and Lok Jumbish Projects in Rajasthan, and in some parts of Assam no other schools of the State Govts. are maintaining the Enrolment, Retention and Progression Registers to monitor the drop-outs rates in the primary and upper primary schools. The Committee finds that no corrective action has been taken by the concerned State Governments. The Committee expresses its serious concern over this State of affairs.

3.2. The Committee has noticed that in the past the emphasis has been only on enrolment due to which large number of fictitious enrolment figures in Class I were noticed. These fictitious figures of enrolment not only affect the policy making but also make it extremely difficult to estimate the correct drop-out rates. The Committee has seen that the data available in the official documents appears to have been given only as estimated data because whatever data procured during the field level visits was found contrary to the data available in the official documents.

3.3 The Committee feels that there is a need to convince

the administrators and teachers about the need for correct enrolment figures. Guidelines should be issued for regular monitoring of absent students and planned efforts should be made to ensure continued participation of every child in the schools to prevent drop-out. The Committee recommends that the task of monitoring the Enrolment, Retention and Progression Registers should be assigned to the Village Level Education Committees.

#### IV. Opening of More Primary and Upper Primary Schools

4.1. The scheme of 'Operation Black Board' was launched in 1987 with the objective to bring about both qualitative and quantitative improvement in primary education. Central Government has extended financial assistance to the extent of Rs. 1551.68 crores from 1987-88 till 31st March, 1995. However till 31st March, 1995 only 81% of the total central funds i.e. Rs. 1253.09 crores could be utilised by the states.

4.2 Even after a decade of the launching of 'Operation Blackboard' the Committee finds that so far as basic infrastructure is concerned, it cannot be said that all the primary schools all over the country are fully provided for. The Schools visited by the Committee during its study tours were selected in advance by the State Governments. So, they cannot be said to be true reflection of the physical state of primary schools. Even then the Committee is constrained to state that these pre-arranged schools were also lacking in basic facilities. No doubt, by and large school buildings were there and in some cases extensions were also being carried on. But these were insufficient to the needs of

school-going children. Drinking water and toilet facilities were also inadequate. In some of the schools which the Committee visited, the students were being made to sit on bare floors. The Committee also observed that in majority of primary schools, two or three classes were being held in one room under the supervision of only one teacher. The Committee feels that this state of affairs is responsible to some extent in non-retention of children in schools. Urgent steps, therefore, need to be taken for creating facilities so that every class has its separate room. The Committee during its visits noticed that due to non-availability of infrastructure and lack of schools very large number of children perhaps 20% do not have access to school. The problem is particularly more grave at the upper primary stage from class VI to VIII specially in the case of girls. On ascertaining the reasons for not opening new schools, the Committee was informed that the rigid norms for opening new schools and increase in the population of the States are the main barrier, resulting in more out of school children.

4.3. The Committee recommends that the norms for opening new schools in remote, hilly and desert areas should be relaxed and the Village Education Committees (VEC) should be empowered to make survey of the existing situation, identification of non-schooling areas and preparation of plan for facilitating the State Governments to open good quality non-formal education centres. Keeping in view the growth rate of population, the Central Government should also make plans for creating extra upper primary schooling facilities equal to the primary schools in the country.

4.4 The Committee hopes that a funding pattern under JRY worked out by the Department of Education in consultation with the Ministry of Rural Development would accelerate the pace of construction of school buildings.

V. Joyful Learning:

5.1. The Committee during its visits has seen that the present system of imparting education to the children is very traditional and rigid and is not based on scientific pattern. The Committee is of the view that Text-books should be colourful and attractive from the children point of view and oral joyful teaching learning mechanism should be introduced atleast upto IIIrd standard as the Committee observed that the maximum rate of dropout is from Class I to Class III.

5.2 The Committee feels that school can be made an attractive place and learning a joyful experience, if teaching is made child centered and activity oriented as has been done in the "Anandapath" schooling system adopted by the Government of West Bengal and also by production of colourful and attractive textbooks and low cost teaching aids. The creation of these items would automatically result in improving the retention rate.

VI Motivation of Teacher

6.1 The Committee feels that lack of motivation on the part of a section of teachers is indirectly responsible for dismal retention rate of students in the schools. Dedicated teachers are required for making the stay of a child in school a joyful experience. However, at present, this is not very much visible primarily in the Government set up of schools. The Committee is of the considered view that

even in primary classes are promoted to the next class only on the result of the annual examination. This indirectly acts as a demotivating factor so far as retention of children in schools is concerned. There are a couple of States viz. Andhra Pradesh and West Bengal where there is no examination system upto the level of Classes V and VI. Students are being promoted only on the basis of attendance.

7.2 The Committee, however, recommends that annual examination system as the criteria for promotion to the next class should continue.

#### VIII. Identification of High Drop-Out Rate Area

During the visit of the Committee to certain States, it observed that there were some districts maintaining very high drop-out rates and among the low level drop-out districts, there were some blocks having high drop-out rate. There are also some villages with high drop-out rate in such districts. Thus, the drop-out problem is prevalent throughout the country. The Committee feels that there is a need to locate the exact area of high drop-out rates. In Shiksha Karmi and Lok Jumbish Projects, at the village level, the school mapping system exercise has proved very fruitful in enrolling all out of school children in the age group of 6-14 years. The Committee feels that this kind of school mapping exercise should be undertaken in all the States in order to get the exact picture of the enrolled and drop-out children. The Committee recommends that the local bodies/PRI/PTAs should be involved in this task



VI Non-Formal Education Programme/Prehar Pathashala as a back up method.

9.1 Out of school children are being taken care of under the Non-Formal Education Scheme since 1979. Almost all the states are running NFE centres. NGOs are also contributing a lot in this field. However, even after two decades, the NFE Scheme could not achieve the desired target to bring back the Non-Formal students to the mainstream education. There are a varied number of factors responsible for it. Poor infrastructure, lack of motivated and trained instructors, very low honorarium for instructor, lack of community participation, no linkage between Formal and Non-Formal System of education, NFE being treated as second grade education can be cited as the major reasons for NFE Schemes' failure.

9.2 The Committee is of the considered view that revamping of entire NFE Scheme with special emphasis on the following points is urgently required:

- a) Creation of basic facilities at NFE Centres.
- b) Increase in honorarium for instructors.
- c) Involvement of community and PRIs.
- d) Training of Instructors.
- e) Mechanism for effective supervision and monitoring of NFE Scheme.

X Setting up of Junior Technical/Vocational Education Institute.

10.1 The Committee was given to understand during the field visits, by the State Governments that the drop-out rates are very high in classes VII or VIII. The primary

reason for this situation is that there is a general feeling among parents/students that no purpose would be served by continuing studies after class VIII. To check this high drop-out rate, the Committee is of the opinion that some technical/vocational education institutes should be set up for imparting two years certificate courses in the field of craft, carpentry, mechanical, food processing and poultry farms etc. after VIIIth Standard. The Committee feels that setting up of such institutes would not only give a pragmatic approach towards the educational system but it will also help in earning their livelihood and for inculcating an attitude towards vocationalisation.

10.2 The Committee, therefore, recommends that the Department of Education and the Planning Commission should initiate action for setting up of technical/vocational education institutes parallel to the secondary stage in some selected districts on an experimental basis and make a budgetary provision accordingly in the Ninth Five Year Plan.

#### XI. Establishment of Residential Primary Schools for Children of Construction Workers and Migrants Population

The Committee during its visits has observed that in many states large number of Nomadic Tribe, Construction and agricultural workers move from one place to another due to the very nature of their profession and also in search of work. Because of their frequent mobilisation, their children suffer a lot in the field of education due to which they are either not admitted in school or if in case, children are admitted in school, the drop-out rates are very high amongst

such children.

11.2. The Committee understands that a Scheme for Residential Upper Primary/Secondary Schools in Rural Areas already exists. Govt. should take effective steps to implement the same without further delay. Besides that, NGOs can be effectively involved in the task of motivating migratory labour in sending their children to the nearby schools.

## XII Mid-Day Meal Scheme

12.1 The Mid-Day Meal Scheme was launched by the Central Government on 15th August, 1995 to give a boost to the universalisation of Primary Education by impacting upon enrolment, attendance, retention and the nutrition needs of children in Primary Classes. The Committee has noticed that cooked meal is not being served in all the States and instead 3 kg. wheat/rice is being distributed to the children in many states without adhering to the stipulated condition of 80% attendance, once in a month. The Committee was apprised that the attendance rate on the day of distribution only remained very high.

12.2 The Committee feels that to have a direct impact of the Mid-day Meal Scheme on the retention side, to check the problem of absenteeism and drop-out and also to provide nutrition to the school going children instead of distributing 3 kg. wheat/rice, cooked meal should be served.

12.3 During the study visits, the Committee also noticed that pilferages are taking place and the distribution system of foodgrains has also not been developed systematically due to which untimely and short supply are the frequent phenomena

which could be judged from the fact that in some of the States/UTs like Rajasthan, West Bengal and Andaman & Nicobar Islands, foodgrains have not been distributed to the targeted group even once in the academic session of the 1996-97.

12.4 The Committee makes the following recommendations to correct the above mentioned situation:-

- 1) Cooked meal should be served;
- 2) strict monitoring system delegating the power to Village Level Education Committee or PTA should be evolved;
- 3) co-ordination between the Civil Supply and Education Departments of State Governments needs to be strengthened;
- 4) local youth may be involved for the preparation of the cooked food; and
- 5) Mid-day Meal should be provided through a separate mechanism without disturbing the normal academic work of Teachers.

The Noon Meal Programme of Tamil Nadu Government may be adopted as a model for implementing Mid-Day Meal Scheme.

### XIII Incentives to SC/ST, OBC and Minorities Community

13.1 The Committee finds that all the States are providing special incentives to SC/ST/OBC students of Government Schools so as to motivate them towards studies. As a result, there has been gradual increase in the enrolment ratio and gradual decrease in the drop out rates of these categories of children.

13.2 The Committee feels that the incentives being given

to SC/ST/OBC students may be extended to the children who belong to the weaker sections of the society so as to bring them into the arena of education. There is a need to revise the present incentive scheme. The Committee also feels that children from the Minority Community are not so interested in education. Therefore to spread the light of education and to check the drop-out rate among them, more madrasas should be set up and special incentives should be given to them.

#### XIV Distribution of Free Text Books

In most of the States, free text books are being distributed amongst the children upto Class V but the Committee during its visits noticed that there are cases of late supply of text books. Even in some places, it reaches at the fag end of the academic session. The Committee recommends that strict monitoring system should be evolved to check this problem. The Committee also feels that the contents of the text books should be at par with the M.L.

#### XV. Girls Education/Women's Development

15.1. The survey carried out in the field of education reveals that the education has been an intervention for women's equality and the time has now come that Government should make its utmost efforts so that the existing gap between the girls and boys is bridged. Unfortunately, in India girls' educational deprivation is the most glaring manifestation of India's educational backwardness and the educational indicators are very adverse in classes I to V and I to VIII. The All India drop out rate for 1995-96 amongst the girls in classes I to V is 38.35% and in classes I to VIII it is 52.77% which is very high. The main reason for

this large number of drop-out rate is that the girls are engaged in house hold work such as fuel and fodder collection, fetching of water and care of siblings etc.

15.2 The Committee recommends for giving suitable incentives to girl child, like providing free uniform, free teaching/learning materials and construction of toilet and providing drinking water facilities particularly in the girls schools/Co-education schools,

The Committee also recommends that a Special Management structure should be set-up wherein women should be placed in the key position and at the micro level women's groups should be engaged for the development of the girl child.

15.3 As women have traditionally played a subordinate role in society, so they have been conditioned into thinking of themselves as inferior to men, to be tolerated only if they toil, fetch, carry and procreate. Financial burden is only a hurdle in the education of boys but it becomes an insurmountable barrier when the question of education of girls arises. Sending her to school would also mean an additional loss of income because the mother will have to stay away from work to look after the younger ones and to do the household chores. But education can be an enduring and strong factor in women's empowerment.

15.4 The Committee feels that unless a systematic effort is made to improve women's access to education it will not be possible to achieve the objective of education for all by the year 2000. Experience has shown that the rural women have not kept pace with the 'Sathin's' progress. It is now a

recognised fact that instead of focussing on just one woman. 'Sathin' village level activity should be central around a Group of women. The Committee is of the view that this collective, the Samooh, after adequate orientation and training would enable the village women to take an interest and play an effective role in community activities especially related to Education.

#### XVI Continuation of Plan Projects

The Committee was given to understand by Secretaries of the State Governments during the discussions that many schemes which were introduced during the plan period were not continued in the next Plan due to which the State Governments had to face a lot of problems to continue that project because of non-availability of funds. The State Governments were of the opinion that before discontinuing any scheme in the next Plan period the viability of the existing schemes should be reviewed and they should be carried forward on merit basis. The Committee recommends that view-point of the State Governments may be examined by the Centre.

#### XVII Community involvement:

17.1 The Committee during its field visit observed that local people are little bit indifferent to the present system of education due to lack of people's mobilisation, school community interaction, centralisation and also due to concentration of management powers in the hands of the bureaucracy. To correct the present system, the Committee feels that there is a need for creation for mechanism of community involvement, decentralisation of powers and reimposing faith in grass root-level people. The Committee

also interacted with the management body of the Lok Jumbish and Shiksha Karmi Projects at Rajasthan. The Committee has seen that people's movement activities for the development of education are really getting their root in Rajasthan. The Committee was also very impressed by the activities of Village Education Committees functioning in the villages of Andhra Pradesh.

17.2. The Committee feels that there is a need for formation of Village Core Teams to mobilise the people which will ultimately form the Village Education Committee. The Committee understands that Panchayati Raj Institutions have been given sufficient powers by 73rd and 74th Constitutional Amendments to have an effective say in the functioning of schools in their area. But so far, this has been only on paper. State Governments have still to show their willingness to implement these constitutional amendments by handing over all the powers and required funds as envisaged. In West Bengal and Andhra Pradesh, the Committee during its visit noticed that these Panchayati Raj Institutions are discharging a pivotal role in the rural economy and also in spreading education. The Committee hopes that in the very near future, scenario in the field of elementary education would definitely change in the light of all the constitutional amendments made. The Committee, however, urges upon the Department of Education to call a meeting of the Education Ministers of all the State Governments to work out modalities to provide a legal status to the Panchayati Raj Institutions in this regard.



VIISI REPORT OF THE PARLIAMENTARY STANDING COMMITTEE ON HUMAN RESOURCE DEVELOPMENT ON THE PROBLEM OF DROPOUTS

**Brief of the Observations and Recommendations**

1. The Committee opined that though considerable progress has been made towards achieving the target of universalisation of elementary education and free and compulsory education of satisfactory quality should be provided to all children upto 14 years of age before the commencement of 21st Century, yet more vigorous and sustained efforts are still required to be made to achieve at least by the end of 9th Five Year Plan.
2. The committee felt that there is a lot of ambiguity about the method of computing the dropout rate and recommended to re-define the definition of computing drop out rate as under :
  - a) method based on grade-to-grade progression rates.
  - b) method based on ratio of grade V enrolment to grade I enrolment of 5 years before; and
  - c) method based on individual students data on their year to year progress in schools.
3. The committee felt that accurate enrolment figures can be easily arrived at by involving Village Education Committee and local youths and recommended that the admission age of the child in class I should be strickly adhered to in order to avoid the instances of fictitious enrolment. Except the schools being run by the Shiksha Karmi and Lok Jumbish Projects in Rajasthan and in some parts of Assam, no other schools of the State Govt. are maintaining the Enrolment,

Retention and Progression Registers to monitor the dropouts rates in the primary and upper primary schools.

4. Written information about the Problem of Drop-Out from the Ministry of Human Resource Development (Department of Education) and the State Governments where the Sub-Committee visited was obtained to know the reasons for large number of Drop-Out. the background note furnished to the sub-Committee reveals the progress made in universalisation of elementary education since the commencement of plan development from 1950. However, the Committee is not of the same opinion after making field visits.
5. The studies have indicated that even after the end of the Eighth Five Year Plan, 6.3 crore children in the age group of 6-14 years are still out of school. The majority of out of the school children are girls and children belonging to SCs and STs in rural areas. the Sixth All India Educational Survey (1973) has shown that there are still 11,574 school-less rural habitations in the country.
6. Eighth Five Year Plan had envisaged that the ratio of upper primary schools to primary schools will be improved from the existing 1:4 to 1:2. However, there has been marginal improvement in the ratio which was 1:3.4 in 1995-96.
7. In order to improve retention, it was targetted that drop out rates will be reduced to 20% in case of primary classes and 40% in case of upper primary classes. However though declining, the drop out rates are still high at 34.32% for

primary classes and 51.6% for upper primary classes in 1995-96.

8. The National Sample Survey provides valuable information on the reasons for non-enrolment and drop-out. According to this survey, a large number of children drop out from school because of economic reasons. The other reasons given by the above mentioned survey for children discontinuing education include lack of interest in education and further studies, domestic chores, gender discriminations and failure.
9. Drop-Out rate in classes I to V is more than 60% in five states namely; arunachal Pradesh, Bihar, Manipur, Sikkim and Tripura. It is between 50-59% in two State namely Mizoram and Orissa and between 40 to 49% in eight States/UTs namely Andhra Pradesh, Assam, Gujarat, Jammu & Kashmir, Karnataka, Rajasthan, West Bengal and Dadre & Nagar Haveli. The Problem of Drop-out becomes more pronounced in the case of girls in these states.
10. The Committee has noticed that the drop-out rates in Classes I to VII is more than that of classes I to V. Drop-Out rate in classes I-VIII is more than 70% in three states namely Bihar, Manipur and Sikkim and from 60-69% in eight States/UTs namely, Andhra Pradesh, Arunachal Pradesh, Assam, Karnataka, Orissa, Rajasthan, Tripura and Dadra & Nagar Haveli. It is between 50-59% in five States/UTs namely, Gujarat, Jammu and Kashmir, Meghalaya, Mizoram, Lakshadweep. The Problem of drop out becomes more pronounced in case of girls in these states. Bihar topped the list with a drop out rate of 82.73%.

11. The Committee felt that there is need to convince the administrators and teachers about the need for correct enrolment figures. Guidelines should be issued for regular monitoring of absent students and planned efforts should be made to ensure continued participation of every child in the schools to prevent drop-out. The Committee recommended that the task of monitoring the Enrolment, Retention and Progression Registers should be assigned to the Village Level Education Committees.

12. The Committee finds that almost all the States have the required strength of teachers. But mere filling up of the existing vacancies of teachers is not the end, but it is just the beginning. The Committee feels that motivated, dedicated and fully trained teachers are the need of the hour. The Committee finds that all the State Councils of Educational Research and Training (SCERTs) are not fully equipped to impart adequate training to the teachers. Even many of the SCERTs Personnel require training by master trainers. The Committee, therefore, recommends that NCERT should launch a pilot programme in close collaboration with the SCERTs for the training of Teachers. This becomes all the more necessary as studies have pointed out that the utilisation of teaching learning material has not been very satisfactory because of lack of training of teachers. The Committee is of the considered view that if teachers are imparted training on how to use available equipment effectively in a classroom teaching situation, it is bound

to have a positive impact on improvement in quality of teaching.

13. The Report also indicated that there were some districts maintaining very high drop-out rates and among the low level drop-out districts, there were some blocks having high drop-out rate in such districts. Thus, the drop-out problem is prevalent throughout the country. The Committee feels that there is a need to locate the exact area of high drop-out rates. In Shiksha Karmi and Lok Jumbish projects, at the village level, the school mapping system exercise has proved very fruitful in enrolling all out of school children in the age group of 6-14 years. The Committee feels that this kind of school mapping exercise should be undertaken in all the States in order to get the exact picture of the enrolled and drop-out children. The Committee recommends that the local bodies/PRI/PTAs should be involved in this task.

Given below are some of the possible areas where NIEPA can plan and execute a few programmes and activities to reduce the rate of drop-outs.

- a) Since NIEPA have been organising a large number of programmes each year for educational functionaries drawn from the Grass-root level, we may include the theme on "School Drop-Outs" in our various programmes and activities especially DPEP Programme, so that the content of the Report of the Parliamentary Standing Committee could be brought to the notice of the participants and corrective measures are arrived at and implemented at their own level.

- b) MIEPA can also organise a few Refresher Programmes or Need Based Programme for the educational functionaries wherein the Chairman of the Village Education committees can also be invited to participate to discuss the problem of Drop-Out. The Programmes may be of 3-4 days duration and can be held at the district headquarters.
- c) One of our objectives in NIEPA is to train the trainers in Educational Planning and Management. We can think about organising a few Trainers Appreciation Programmes on School Dropouts. The participants may be drawn from State Education Departments, SCERTs, and Principals/Head Master of Schools where the dropout rates are very high.
- d) In this connection, attention is invited to the Evaluation Study of Operation Blackboard Scheme. The study is likely to be completed in about 3-4 months time. It is expected that the outcome of the study will also throw some more light on the problem of high dropout rate and its probable remedial measures. NIEPA can also take up a few comparative studies on the problem of high drop out rates in identified areas. NIEPA can also undertake a few action research projects on the theme. We may also conduct a few training programmes on Non-formal education for the benefit of village and district level functionaries. We may also organise a few programmes for the functionaries of village Panchayats especially for those who are in the Village Education Committees.
- e) It may be mentioned here that NIEPA has been helping various State Govts. to undertake school mapping exercises. Recently, NIEPA has developed a methodology using distance

matrix approach for initiating school mapping activities and also undertook a research study on School Mapping in one of the blocks of Orissa which relied on the distance matrix methodology. NIEPA can also undertake such studies in identified districts all over India. Since NIEPA has a few faculty, we may undertake the same on a phased manner.

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