GUIDELINES FOR FINAL EVALUATION OF TLC DISTRICTS

Mustaq Ahmed
Chairman (NIAE)

with Editorial inputs
by
Bhaskar Chatterjee
Director General (NLM)

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FOREWORD

After the selection of the External Evaluation Agencies, the Director General, National Literacy Mission, Shri Bhaskar Chatterjee suggested that four regional workshops should be held to discuss the minimum evaluation process which should be adopted by all the agencies for evaluating the learning outcomes of the TLCs. This was considered necessary for reliability, systematisation, comparison and streamlining of the process.

Accordingly, the Directorate of Adult Education, New Delhi organised four regional workshops beginning from November 1996, at Goa, Patna, Lucknow and Mysore. A fifth one was organised at Delhi in May 97 for those selected agencies who could not participate in the earlier workshops and a few fresh ones who had applied in the meanwhile.

Shri Mustaq Ahmed had prepared a working paper suggesting the minimum evaluation process, essential tables, preparation of the test paper, selection and training of Test Administrators, administration of test, presenting the report, and so on. The procedure followed in each workshop, starting from Goa, was that every item of the working paper was discussed threadbare and agreed, disputed and alternate suggestions were noted down. These were then discussed at Patna, the second workshop. Patna workshop suggestions were discussed at Lucknow and so on till the final one at Delhi.

Thus the guidelines laid down in this booklet have emerged from the deliberations of five workshops and **they are the minimum agreed upon process by all agencies**. Departure from these minimum processes would not generally be permissible unless it becomes necessary on account of unusual administrative patterns e.g. demarcation of areas by 'beats' as

in Maharashtra. In addition to adopting these minimum processes of learners evaluation, if an agency has the capacity and time to undertake other studies simultaneously, such as case studies, process and impact evaluation, it may do so.

According to Tom Malusa[1] there are at least 14 models of evaluating a programme. Among these the scientific (empirical), impact evaluation and process evaluation models are most commonly used. These guidelines are essentially in relation to the scientific model for evaluating the learning outcomes of TLC learners which is the immediate concern of NLM.

However, in the course of conducting scientific evaluation, agencies are likely to come across significant impacts that the literacy campaigns may have had on other related social, political, cultural or economic sectors. It is vital that these impacts should find at least a brief documentation in the final evaluation. Hence it has been made mandatory for every final evaluation report to carry a short final chapter of approximately 10-15 pages outlining such impacts or the lack of them.

This booklet containing guidelines for final evaluation is the outcome of one year of extensive consultations and confabulations with social research organizations, scholars, specialists, practitioners, literacy activists, bureaucrats and academics. It is a follow-up to the earlier document on Concurrent Evaluation[2] released earlier this year. It is expected to act as a working and reference text for all final evaluations of TLC districts conducted from now on.

The Directorate of Adult Education would like to thank all the evaluation agencies, social research institutions, literacy personnel and experts who participated in the five workshops and greatly contributed in better understanding of the complex issues as well as made several valuable suggestions. We are extremely grateful to Shri Mushtaq Ahmed, who worked indefatigably to guide the deliberations in the workshops and evolved the final recommendations. We would also like to express here our sincere gratitude to Shri Bhaskar Chatterjee, Director General, National Literacy

Mission, who painstakingly went through the entire manuscript and has really concretized these guidelines with his valuable editorial inputs. Special thanks are also due to Shri P.S. Bawa, Deputy Director for his valuable help in preparation of this booklet.

30th September, 1997

H.O. TEWARI
Director

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1. Tom Malusa, Evaluation Research for Beginners, German Foundation for International Development, 1992, Bonn.

2. Mushtaq Ahmed and Bhasker Chatterjee, Concurrent Evaluation of TLC Districts, 1997, DAE, New Delhi.

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EVALUATION OF LITERACY CAMPAIGNS

I. INTRODUCTION

The launching of the NLM on 5th May, 1988 marked a new beginning of an effort to place "Functional Literacy for All" on the national agenda. Today more than 429 districts are implementing Literacy Campaigns. Of these, 195 districts have moved to the Post Literacy(PL) Phase after successfully completing Total Literacy Campaign (TLC).

Until recently all efforts were made in TLC districts to complete the literacy activities and declare the district totally literate. The various evaluation studies conducted by evaluation agencies showed marked differences between the literacy claimed and actual literacy achieved. The main reason for this discrepancy was competition among the districts to declare themselves fully literate. To curb this trend, the first step undertaken by the NLM was to discontinue the practice of declaration of total literacy. The Second major step was to subject each district to rigorous evaluation to assess the reality with regard to literacy achievement. For this it was essential to make evaluating agencies understand the objectives behind final evaluation. Therefore, it was planned to conduct Regional Workshops for Eastern, Northern, Western and Southern regions for evaluating agencies and Directors of State/UT Directorate of Adult Education and SRCs with the following objectives:

1. To orient the evaluation agencies on the aims and objectives of the National Literacy Mission and on the current status of Literacy and Post Literacy campaigns;

2. To sensitise the agencies to evaluation procedures and methodologies being adopted as per the recommendations of the expert group;

3. To deliberate on the strengths and weaknesses of ongoing evaluation studies and find ways to remove bottlenecks;

4. To develop a systematic mechanism for bringing uniformity and a scientific approach to the evaluation studies;

II. EVALUATION SYSTEMS UNDER NATIONAL LITERACY MISSION (NLM)

Self evaluation of learning outcomes of the enrolled learners has been built into the body of the three primers. Each primer contains three tests and it has been assumed that if a learner attempts these tests he/she will have a fairly reliable idea of his learning weaknesses. This self-evaluation would enable the learner to perceive his/her own pace and progress of learning and should heighten his/her motivation.

Besides self evaluation of learners, every campaign district is subjected to two more evaluations namely "Concurrent Evaluation" which is to be carried out by agencies within the State and "Summative or Final Evaluation" to be carried out by agencies outside State. Concurrent Evaluation will focus on various activities in the process of implementation of the programme such as survey, environment building, training etc. so as to detect bottlenecks, shortfalls and deficiencies and suggest corrective measures to ensure optimum efficiency. Summative Evaluation, which is normally executed at the end of the programme, will mainly focus on learning outcomes, success rate vis-a-vis the target and the impact of the campaign on the social, cultural and economic environment of the project area. The new approach to evaluation adopted by the NLM is aimed at ensuring complete transparency and thus enhancing the credibility of the result declared.

III. THE PURPOSE AND OBJECTIVES OF EXTERNAL EVALUATION

It is important to understand the broad objectives and purposes of external evaluation so that such evaluation may be conducted not only with a credible methodology but also in the right spirit :

(a) To provide an objective and a reliable assessment of the literacy and social impact of the campaign in the TLC district;

(b) To provide feedback to local organisers about the outcome of the campaign, its strengths and weaknesses, and suggest remedial measures;

(c) To provide academic inputs into the policy and planning of literacy campaigns (in other districts) at the State and Central levels.

IV. AGREED UPON MINIMUM EVALUATION PROCESS

1. FOCUS

The main focus will be on learners' evaluation. If concurrent evaluation has already been done, the evaluating Agency should procure a copy of its report from the ZSS; if not done, the inputs may be studied as objectively as possible. The Agency may have no time to do impact evaluation in depth & in detail. However, observations and claims must be reported.

2. PROCEDURE

(a) The Zilla Saksharata Samiti (ZSS) will initiate the evaluation procedure when, in its estimation, about 50% of the targeted learners have completed/almost completed primer-III.

(b) The ZSS will approach the State Directorate of Adult Education (SDAE) to assign to it an agency to carry out the learners' evaluation. The State Directorate will assess the readiness of the TLC district and

approach the National Literacy Mission for a panel of agencies for undertaking evaluation. National Literacy Mission will recommend three agencies from its panel from outside the State to the State DAE and the ZSS. The ZSS will select one of them and enter into a contract with it. The format of the contract is annexed at Annexure 'C'. However, in Southern India because of language variations, NLM may consider agencies within the respective State but outside the district.

(c) If the district has completed concurrent evaluation before the External evaluation, it will make the report available to the evaluating agency.

Preparing the Evaluation Design

A design is a plan for conducting a study. It may be brief and simple; it may be long, detailed, and complex. Lack of a design or a poorly formulated design can lead only to inefficiency and waste.

Minimum essentials for any study design are:

1. A clear understanding (preferably in the form of a written statement) of the problem to be investigated.
2. A clear understanding (preferably in the form of a written statement) of the **specific** objectives of the study.
3. A clear understanding of the ways in which the data collected will be expected to contribute to the solution of the problem.
4. A carefully worked out plan for collecting data.
5. A carefully worked out plan for handling the data collected.
6. A carefully worked out plan for analysing the data collected.

3. UNIVERSE

A universe is the total aggregation of people, events, or objects from which a sample is drawn. The universe for the purpose of drawing the sample units for testing the learners will be :

Current learners at Primer level I,II and Primer-III + Primer - III completers.

Necessary data for drawing up the sample as shown in Annexure 'D' would be procured from the District in advance along with an outline map of the district showing Block boundaries only, for showing the spread of sample units (villages and urban areas). Please refer Annexure 'H'.

The Sampling Frame

Before we draw a sampling frame let us be clear about sampling, criteria for good sample, randomness etc. Sampling is a procedure by which some members of a **population** - people or things (or events) - are selected as **representative** of the entire population. The object of this selection is to make some further observations or measurements on each of the individual members so selected and on the basis of these observations to draw conclusions regarding the entire population. The sub-group selected to represent the population is known as a **sample**. A measure computed from a sample is known as a **statistic**. Corresponding measures for the population (which generally have to be estimated) are **parameters**. (The **mean**-arithmetical average of a population is a population parameter; the mean of a sample drawn from that population is a sample statistic.) Sample statistics are used to estimate population parameters.

Criteria for a good sample

1. The sample should yield the highest amount of accuracy possible for its cost. An early question to be answered is: how accurate would we like our estimate to be? (there is no point in saying absolutely

accurate, because that is not attainable by any means). In practice, this can be answered by specifying how much sample error we are willing for our sample to have. Less error means more cost; we must also remember that some error will arise from factors other than sampling.

2. The sample should be designed in such a way as will make it possible later to compute the sampling error.

3. The sample design should be practical in order to avoid unnecessary procedures and problems.

4. The sample should be representative. That is, it should include about the same distribution of variables of interest to the study as does the population from which it is drawn, so that the sample statistics yield values approximating those of the population parameter. In order to assure this:

5. The sample must be **random.**

4. SAMPLING

(a) Village/ward will be the last unit of sampling. Village means the 'Panchayat Village' and not the "Revenue Village".

(b) Stratification will be necessary if there are pockets, having predominant (more than 50%) SC/ST/minority learners.

(c) The sample size would be 5% of the universe subject to a maximum of ten thousand learners. **A higher sample should be drawn to take care of sample loss.**

(d) At least one or two Contingent villages in each Block should be selected randomly.

5. CONSTRUCTION OF THE TEST PAPER

The test paper will measure all the competencies as given in the Dave Committee report. The Model Test Paper at **Annexure 'E'** could be adapted/adopted.

6. TEST ADMINISTRATION/TEST PAPER

(a) In the selected sample villages, in principle, all the learners (100%) must be tested. However, conceding the possibility of absence of learners on the day of the evaluation for various reasons (i.e. temporary/permanent out migration, marriage, sickness etc.) attempt must be made to cover at least 70% of the learners. For this purpose, if necessary, villages may be revisited by the evaluation team.

(b) Causes of absenteeism must be ascertained and indicated in the report.

(c) The absentees who fail to take the test due to some valid reasons, will not be treated as 100% failure or success. The success rate will be calculated according to Ghosh Committee recommendations (see T.2 and Annexure 'B'). The various options as per Ghosh Committee report are as follows:

  (i) assume the absentees to have 'failed the test; this may be a little harsh;

  (ii) assume the absentees to have 'passed', it would be highly optimistic;

  (iii) assume the percentage of success to be the same as for those tested, and

  (iv) assume the percentage of success (among the absentees) to be somewhere between (i) & (ii) and work out the average of the success rates in terms of (i) & (iii) above.

Alternately, treat willful and non-willful absentees separately. Willful absentees are those learners who were present in the village/area when the evaluation team visited but did not turn up for the test without any

valid reason (i.e. sick, death in the family, marriage etc.). These would be treated as have failed. Unwillful absentees are those who had attended the classes but at the time of evaluation were sick, or migrated by the economic reasons, marriage and went away to other areas. Such learners would be treated as passed at the rate of those who had taken the test.

The Status of absentees can easily be known from VTs, local leaders, supervisors. Apply formula 'iii' for unwillful absentees and formula 'i' for willful absentees.

(d) In the numeracy test, simple problem questions involving only money would be given.

(e) Use of parallel test papers is desirable but optional. In case parallel test papers are constructed, it would have to be ensured that they are of equal difficulty.

7. HOW TO CONTROL PROXY LEARNERS AND UNDUE OUTSIDE HELP

The first rule is dont't jump to conclusions and go with an attitude of policing. You could make serious mistakes if you do so. **Here are a few examples:**

(a) Don't judge a learner as proxy learner simply because he/she is well dressed. Some of them do come to the testing place well dressed, to them it is an occasion to celebrate.

(b) Don't come to the conclusion that a learner is a fake learner because he does not look of right age specially if he happens to belong to the Non Formal Education group or even TLC group. Some of them though of right age have stunted growth.

(c) Don't consider a learner as proxy learner simply because he/she is writing fast in an excellent handwriting. Interview the learner. He/she

may have had previous schooling, regular attendance or studying at home as well.

(d) A test Administrator saw a well dressed young woman sitting among the learners, holding three test papers in her hand. He jumped to the conclusion that she was a proxy learner solving the TPs on behalf of genuine learners. On close interview it was discovered that she was a VT and nobody had instructed her not to sit with her learners. The Test papers she was holding belonged to genuine learners who had been called away because of some problem at home.

(e) When a Test Administrator asked a learner her name, she answered 'Chandni' whereas on her Test Paper she has written her name as 'Jamila'. He concluded that she was impersonating. On enquiry she replied innocently, "but this is what they call me at home, Chandni".

(f) To check the genuineness of learners one Test Administrator used to ask, "what is the name of the Primer". This was an unfair question. Many people do read a book but do not care to remember its name.

(g) Some learners specially the young ones, equate a primer to a class. So, when pressed if they reply "class three", it may mean that they are referring to primer three and not to class three of a primary school.

However proxy learners should be checked and VTs/MTs should be stopped from giving undue help or solving the papers themselves. But this is a ticklish affair. If the VTs are asked to bring with them the attendance registers and a roll-call is taken first, it takes a long time. Moreover the VTs and learners both feel humiliated in public if impersonation is discovered and the learner is asked to leave. Some proxy learners write down the name and father's name of the genuine learner on the palm of their hand or on a chit of paper. They generally remember the name of the learner whom they are impersonating but forget the name of the father. Similarly if the VTs are asked to stop giving undue help, some of them retort, "what is the harm in helping my learners a little, when

copying goes on everywhere." Therefore such situations have to be controlled with humour, tact and patience.

The following approach has been found useful in this respect: -

(a) Ask the learners of each VT to sit in a row, the VT standing in front of it. Approach the suspect learner casually and ask him/her in a very low tone his/her and father's name. Then go to the VT and ask him to whisper to you the suspect learner's and his/her father's name. Usually he won't be able to do so. If the learner is not genuine just mark him. Don't say anything in public. While moving among them you can make an agreed upon mark on his TP.

(b) Move among the learners while they are solving the Test Paper. If you observe a learner writing very fast or having a 'pukka' hand writing, interview him closely. If he/she is a proxy learner you will discover it easily.

(c) There can be a large number of VTs and MTs moving among the learners and insisting on helping them. You can take them and non-genuine learners to a different place and may discuss with them the 'post-literacy programme' or the reasons of low enrolment, low turn up or any other relevant matter.

(d) Ask for the statistics register, kept with the full time NP level worker. Check the name, specially of young learners, when the testing is over. If you don't find their names in the register, check with the VT and treat them as proxy learners in the absence of convincing explanation.

However there is no fool proof recipe to control such situations.

8. ESSENTIAL TABLES

The report shall contain the following tables:

— Villages/wards selected in the sample with target and current learners (Table-1)

— Success rate of the district including tested and absentee learners (Table-2) supported with calculation table as at Annexure B

— Showing Percentage Achievements as per NLM norms (Table - 2A)

— Standard Error showing the result of the two sub-samples (Table-3)

— Showing the status of Primers completed (Table-4)

— Showing the achievement by primers completed (Table-5)

— Showing the achievements by caste, age and sex (Table-6)

— Distribution of sample and total current learners according to marks obtained (Table-7)

— District Literacy Scenario (Table-8)

— Showing percentage and average marks obtained in Reading, Writing and Arithmetic (Table-9)

— Comparision of success rate between male and female (Table-10)

9. SELECTION AND TRAINING OF TEST ADMINISTRATORS

— The TAs should have an unbiased yet sympathetic attitude. They should be experienced and reliable.

— They should fully understand that the purpose of testing is to find out what the learners know and not what they do not know.

— The TAs should be well trained and guided to understand the problem of proxy learners, reasons thereof and approaches to detect them.

— A Guideline for TAs is given at Annexure F.

— Marking code should be developed involving the TAs.

10. PARTICIPATORY APPROACH

It is highly desirable that the ZSS functionaries participate in the evaluation process. The following approach will be adopted:

— The ZSS shall handle all boarding/lodging arrangements and scheduling of village visits in consultation with the agency.

— The evaluation procedure shall be fully explained to the ZSS.

— The Secretary ZSS will draw the sample according to the given methodology.

— The ZSS may check the marked papers if it so desires.

— The ZSS will not be involved in actual test administration (except in detecting proxy learners) and marking of TPs.

11. PRESENTATION OF THE REPORT

— It should clearly show the achievement of the district, both on the basis of **sample** and **target** learners. Achievement of target learners may be calculated as shown in Table-2 and Annexure 'B'.

— It should be short and to the point. Unnecessary details such as geography of the district, income, caste of VTs and learners etc. are to be strictly avoided. Administrators and planners should be able to read the report quickly so that they may respond to the findings.

— The first page of the report should contain highlights. It should specifically mention the percentage achievement against target learners. After this, the background data should be provided.

Example of TLC - District Pali (Rajasthan)

Example of District Pali (Rajasthan) where TLC was Evaluated during 1996

Table-1
Village/Wards selected in the sample

BLOCKS/ G.P.	NAME OF VILLAGE	TARGET	CURRENT
1. Jaitaran			
GP. Patwa	Patwas	780	421
GP. Digrawan	Digrawan	289	126
GP. Phuhamal	Phuhamal	220	145
GP. Noharai	Sampkhi	163	131
GP. Rabdiwas	Pratabpura	99	74
GP. A. Kalu	Bassi	121	94
GP. Birol	Malpuria	106	77
Urban	Ward No. 12 A	142	100
	Total	1920	1168
2. Raipur			
GP. Kalia	Kalalia	209	153
Babra	Kolpura	204	139
Barbiwas	Ramawas	146	105
Kalabkalan	Kalabkalan	234	175
	Total	793	572

Table No. 2
Success Rate of the District Including Tested + Absentee Learners
(Figures are as example)

District Data		Sample Data								Pass Percentage	
Target	Current Learners	Target	Current	Appeared in test	Prox	Genuine	Number Absentee	No. of Learners appeared	No. AN	Out of Current	Out of Dist. Target
1	2	3	4	5	6	7	8	9	10	11	12
28311	191631	16027	9547	7917	651	7266 Col 5-6	2281 Col 4-7	G=7266 AB=2281 t=9547	G=5609 AB=867 t=6476 77.2% of Col 7 & 38% of Col 8	67.83% Col 10 percent of col 9	45.91% 67.83% of col2 = 129983 which is 46% of col 1

Note:

1. AN= Attained the Norm i.e. qualified
2. Calculation of AN among absentee learners, according to Ghosh Committee recommendations, should be done as follows:

Given:	AN amomng learners tested AN among absentee learners Calculated according to Ghosh Committee suggestion

Calculating AN among absentee learners according to Ghosh Committee recommendation

Calculations

(a)	treat all of them as 'failed'	0%
(b)	treat all of them as 'passed'	100%
(c)	treat the percentage of 'passed' among the absentees same as tested learners 'passed'	77.2%
(d)	The pass percentage among the absentee learners to be somewhere between (a) and (c)	38%

Table No. 2-A
Showing achievments as per NLM Norms (%)

Target Learners	Current Learners	Sample
46 %	67.83 %	77.2 %

Table No. 3
Showing the result of two sub samples

Sub Sample 1				Sub Sample 2			
Ward/ Village	No. of Learners appeared	No. of Learners qualified	% of learners achieving NLM norms	Ward/ Village	No. of Learners appeared	No. of Learners qualified	% of learners achieving NLM norms
Digrana	98	69	70.4	Patoda	299	155	51.8
Samolia	79	61	77.2	Phulwasal	112	79	69.6
Bassi	45	38	84.4	Pratappura	49	33	67.3
Kaliya	125	60	48	Malpuria	37	16	43.2
Ronawas	68	58	85.3	Ward No. 12 (Jaintan)	93	82	88.2
Allawas	113	98	79.3	KotaPura	85	49	57.9
Gudabhatawatan	32	29	82.5	Kadaiya	131	77	58.8
Dhanapawas	56	30	53.6	Malpuriakalan	36	16	44.4
Ward No. 2 (Sojat)	99	85	86.7	Para Khoja	46	29	62.8
Gudabhatawatan	22	11	50				
Uperlimuni	63	22	34.9	Khadal	138	95	68.8
				Purwa Phalad	22	12	54.5
Rajkaiwaskalan	29	25	86.2				
Baitu Kalan	92	57	62	Guda Hadu	47	47	100
Guda Ganga	87	65	74.7	Karwal	71	54	76.1
Paisiniya	56	48	85.7	Surya Nagar	55	37	67.3
Girwar	58	59	86.8	Musaliya	118	74	62.7
Godwas	175	133	76	Giradara	94	84	89.4
Ward No.10 (Pali)	140	123	87.9	Kearia	104	101	97.1
Rakhanwas	119	96	80.7				
				Utawan	164	151	92.1
Otaran	86	82	95.3	Ward No. 16 (Pali)	271	232	
Sukarlai	48	47	97.9	Murdiya	155	136	85.6
Lunawan	336	300	89.2	Dudiya Jagir	102	88	87.7
Dungrali	129	101	79.3	Mandwas	231	167	82.2
Punadiya	111	101	91	Kanariya	35	34	72.3
Ward No 2 (Bali)	89	68	76.4	Nimdara	418	352	97.1
Ashapura	43	23	53.5	Ward No. 3 (Pali)	115	97	84.2
Dadanakhurd	58	54	93.1	Gandla	101	89	84.3
Bhupsingh	55	53	96.3				
Ward No. 6 (Desuri)	88	57	72	Ch. Bardiya	9	9	100
Mandai	131	123	93.9	Mandwar	57	31	96.0

Cont. ..

Sub Sample 1				Sub Sample 2			
Ward/ Village	No. of Learners appeared	No. of Learners qualified	% of learners achieving NLM norms	Ward/ Village	No. of Learners appeared	No. of Learners qualified	% of learners achieving NLM norms
N.Jodhan	32	30	93.8				
Ward No. 4 (Rani)	43	43	100	Kotrai	140	104	74.3
Ward No. 9 (Rani)	66	66	100	Ward No. 4 (Desuri)	6	6	100
Eranderpura	70	41	58.6	Suliriya	133	119	89.5
Guriya	71	63	88.7	Ganwada	54	51	94.4
				Ward No.7 (Rani)	28	22	78.5
Pawa	190	104	54.7	Ward No. 1 (Rani)	53	41	77.4
Ward No. 16 (S. Pur)	49	49	100	Ward No. 6 (Rani)	44	33	75
Ward No.12 (S. Pur)	34	29	85.3	Hinsola	102	93	91.2
				Rangari	92	87	9436
				Ward No.2 (S.Pur)	66	60	90.9
Total	3289	2529	76.9		3979	3077	77.4

Table No. 4
Showing the status of primers completed

	PI	PII	PIII		
			B	M	E
% of learners completed different primers	89.7%	85.9%	30.1%	21.2%	20.0%

B - Beginner; M - Middle; E - End

Table No. 5
Showing the achievements by primers completed

	PI	PII	PIIIB	PIIIM	PIIIE/ Comp
% of learners attained the norm	5.0	56.9	68.5	70.2	73.3

Table No. 6
Showing achievement by caste, age and sex

	SC/ST	Gen	9-14	15-40	M	F
% of learners attained the Norm	65.8	67	55	69.4	75.8	49.6

Table No.7

Distribution of sample and current learners according to the marks obtained by them

Marks	No. of sample learners	Percentage	No. of current learners	
0-59	775	10.6	17154	27380
0-59	448	6.2	10226	
60-69	448	6.2	10226	
70+	5595	77.2	127332	
	7266	100	164938	

Out of current learners group 27,380 learners have still a long way to go to attain NLM Norm. They possess only a rudimentary skill of literacy as they have not scored more 59% marks.

Table No. 8
Showing District Literacy Scenario

a. Effective target of non-literates	283113
b. Current learners at the time of evaluation	191631
c. Non-participants + drop out (a-b)	91482
d. Qualified 67.83% of 191631	61648
Total backlog (c+e)	153130

Out of total effective target of 238113, the district has still to make 153130 persons literate. An effort should be made to cover as many of them as possible during the PLC.

Table No.9

Showing percentage and average marks obtained in Reading, Writing and Arithmetic

Reading			
Score	No. of persons	Percentage	Average Score
0- 9	1585	28.9	-
20+0	3882	71.1	-
Al	5477	100	20.7
Writing			
Score	No. of persons	Percentage	Average Score
0- 4	1864	34	-
15+0	3613	66	-
Al	5477	100	17.4
Arithmetic			
Score	No. of persons	Percentage	Average Score
0- 4	1823	33.3	-
15+0	3654	66.7	-
Al	5477	100	17.5

Table No.10

Comparison of success rate between male and female in 3 Rs

Reading

Percentage of marks obtained

Scores	M	F	Differences
0-19	11.6	31.1	19.5
20-40	88.4	68.9	-

Writing

Percentage of marks obtained

Scores	M	F	Differences
0-14	16.8	38.1	21.3
15-30	83.2	61.9	-

Arithmetic

Percentage of marks obtained

Scores	M	F	Differences
0-14	14.7	39.5	24.8
15-30	85.3	60.5	-

ANNEXURES

ANNEXURE-A

EVALUATION OF LEARNING OUTCOMES IN LITERACY CAMPAIGNS
EXTRACTS FROM THE REPORT OF THE DAVE COMMITTEE

1. What should be evaluated or which aspects need to be evaluated?

The National Literacy Mission aims at imparting functional literacy in concrete terms, functional literacy implies:

- achieving self-reliance in literacy and numeracy.
- becoming aware of the causes of their deprivation and moving towards amelioration of their condition through organisation, and participation in the process of development.
- acquiring skills to improve the economic status and general well-being.
- imbibing the values of national integration, conservation of the environment, women's equality, observance of small family norm, etc.

Ideally, the attainments of the learners need to be evaluated in respect of above goals. Nevertheless, while 'functionality' and 'awareness' constitute important elements of functional literacy, and would require to be evaluated, the present stage of the programme in TLC areas suggests that it may be enough for the present to evaluate the learning outcomes in 3Rs and assume that these will automatically develop gradually if they reach NLM norms. Moreover, if IPCL package is properly used, and tests are organised, these would indirectly indicate the changes in areas of 'awareness' and 'functionality'. Similarly, the passage meant for Reading and questions on Comprehension could be so framed as to indicate the possible level of information as part of awareness generation.

As far as literacy is concerned (which is the immediate goal of TLCs), it has to be stated that no person should be declared literate unless he/she has reached the NLM norms. Tools and instruments for evaluation of learning outcomes should be such as to help us in knowing what the learners could learn, rather than find out what is not known to them or what they have not learnt at all. Therefore, a dichotomous classification of learners into literates and illiterates was not favoured. It was felt that the performance of the learners should be described by ranges of scores obtained by them in reading, writing and numeracy skills, separately and also in aggregate.

2. How should evaluation, be done or what procedure should be adopted?

In view of the large scale operation of the Total Literacy Campaigns in the country and dearth of professionally competent persons who could be associated in evaluation of learning outcomes, evaluation procedures have to be simple and systematic and at the same time technically sound. The systematisation proposed is in respect of (i) Test design or Blue Print (ii) Weightages to different components of literacy, (iii) Cut-off-point, (iv) Flexibility within basic framework, (v) Mode of administration of tests and dissemination of results.

(i) The test design will be aligned to the competencies that the learners are expected to master on the conclusion of the basic literacy state. It is assumed that each learner who has participated in the programme would show some change and the test should help in understanding these changes and also determine who will have become literate as per norms of NLM. The test design refers to each of the Competencies in Reading, Writing and Numeracy, manner of testing scoring etc.

(ii) Weightages

Assuming that Reading is a more frequently used skill, it has been given slightly higher weightage. Thus 'reading' has been given a score of 40 and writing and numeracy are given a score of 30 each: the total score for the test being 100. It is stipulated that each of the competencies would be tested in each, the minimum required score would be 50% of the maximum. However, for being declare literate, a person should have a minimum of 70% in the aggregate. No separate weightage has been given to Reading speed because it is felt that reading speed is connected with comprehension. If a person is too slow in reading and is able to proceed haltingly or jerkingly, the comprehension suffers.

(iii) Cut-off-Point

Regarding the cut-off point, it was felt that if 70% is kept as the cut off level, it should meet the proficiency requirements as per NLM norms. The ranges proposed could be further examined after giving them a fair trial in selected locations. (These have since been tried in several districts of West Bengal and are found workable). After this experience, these could be adopted for wider use and application. It would involve preparation of blue-prints and parallel tests and also design of training modules for use by Resource Persons, Master trainers and others.

(iv) Flexibility with basic framework

Since the design of the test is aligned to the competencies under NLM, it is necessary that for every competency, the testing situation is identified from the topics covered in the primer and to that extent there would a built-in flexibility in the test design.

(v) Test without threat: mode of its administration

The mode of administration of a test makes all the difference. It can become most threatening, if it is organised in a very formal and tense situation. It can also become a pleasant activity if the external element is kept to a minimum and the groups or the individuals are allowed to take the tests in an informal setting. But this all depends on the manner in which the organisers of evaluation are trained. Therefore, if the training is properly organised and if the participants have understood the spirit and the approach to evaluation, they will ensure that it does not become threatening but remains an activity which is free from fear, anxiety and tension. Any procedure or tool of evaluation cannot as such make the process a joyful exercise. Therefore, those who have to administer the tests and do learner evaluation, would require appropriate orientation.

(vi) Test Results

Based on the scores obtained by the learners in the tests, description of their performance by ranges, seems desirable. It was considered unfair to categorise the learners into 'pass' or 'fail', 'literate' or 'illiterate' and 'successful' or 'unsuccessful' because everyone who remained with the programme may have gained something. The ranges proposed would indicate these gains.

3. Who should evaluate?

Internal evaluation, supplemented by external element was considered essential. Each IPCL package of three primers contains three tests. These are very useful devices to do formative evaluation and serve a diagnostic function and indicate the progress as well as performance of the learners. It constitutes a self-evaluation mechanism. However, these nine tests are not being used properly at most places. One reason is that sufficient training is not being given as to how to use these tests. The purpose, that these tests serve, is to be explained properly. The expectations from these tests is, therefore, not getting fulfilled. One action which seems imminent is that these tests should be used with the same understanding with which they have been designed and therefore, the training of volunteers will have to be substantially strengthened.

In the training programme, it has to be repeatedly st ssed that IPCL pedagogy and the package follows a particular structure, sequence and design. Proper use of these will ensure faster pace of learning and better quality of output. The exercises are meant for reinforcement whereas the tests help in checking the progress in learning. If this point is understood, followed and practiced adequately, the shortfalls in achievement will be minimal. Hence it is also in the interest of the volunteers, because use of these by the learners should help in raising the success rate.

ANNEXURE B

CALCULATION OF SUCCESS RATE IN TOTAL LITERACY CAMPAIGN OF.....DISTRICT (METHOD OF CALCULATING LEARNING ACHIEVEMENT VIS-A-VIS TARGET)

Item No.	Number/ Percentage (as the case may be)
1. Target No. of Learners (as per actual survey)	
2. No. of Current Learners in the District (To be calculated as explained in the guidelines).	
3. Sample size (Planned as per design)	
(a) As Percentage of current learners in the District.	
(b) In Absolute No.	
4. Actual Sample size	
(a) In absolute No.	
(b) As Percentage of current learners in the District.	
5. Total No. of learners who appeared in the Test.	
6. No. of Proxy learners (Please see Para 7 of the guidelines).	
7. No. of Genuine learners (Item 5 - Item 6) appearing in the Test.	
8. No. of learners absenting from the Test. (Item 4 (a) - Item 7)	
9. No. of genuine learners in the sample achieving NLM norms i.e. those securing 70% or more in aggregate and at least 50% each of the 3 Rs.	
10. Percentage of genuine learners achieving NLM Norms. (Item 9 divided by 7 X 100)	
11. Percentage of learners among the absentees estimated to have achieved NLM norms. (Calculated @ 50% of the achievement percentage recorded by genuine learners i.e. one-half of item 10)	

12. No. of absentee learners expected to have achieved NLM norms.
(Calculated by applying percentage under
item 11 to the number of absentees under Item 8)

13. Total No. of current learners in the sample achieving NLM norms.
= (Item 9 plus item 12)

14. Percentage of current learners in the sample achieving NLM Norms.
(item 13X100)
item 4(a)

15- Number of current learners in the District estimated to have achieved NLM norms.
(Worked out by applying percentage under Item 14 to the No. of current learners under Item 2).

16. Percentage of learners achieving NLM Norms as against the target in the District.
(No. of current learners in the District achieving NLM Norms ----------x 100
Target No. of Learners in the District.

ANNEXURE-C

(The agreement is to be executed in the non-judicial stamp paper of Rs.2/-)

AGREEMENT FOR CONCURRENT/FINAL EVALUATION OF TOTAL LITERACY CAMPAIGN/ POST LITERACY/ CONTINUING EDUCATION

This agreement is made on Day of (Month) (Year) between Zilla Saksharata Samiti (ZSS), Society Registered under the Societies Registration Act of 1878 having Registration No---------- and office at----------
----------through its Chairman or its representative who is fully competent and authorized to enter into this agreement vide Resolution No.----------Dated----------hereinafter called Party No.1 and the expression should mean and include its legal representatives, successors-in-interest and----------
---------(Name of Evaluation Agency and its legal character i.e. whether registered society, public trust, university department etc.) through its representative----------fully competent and authorised to enter this agreement vide Resolution No.----------Dated----------hereinafter called Party No.2 and the expression shall mean and include its representatives and successors-in-interest.

WHEREAS the Party No.1 is the registered society engaged in implementation of adult literacy projects sanctioned by Government of India and is desirous of getting the Project implemented by it evaluated through a capable evaluation agency and

WHEREAS the Party No.2 is capable of undertaking an evaluation study of the Literacy Project and is willing to take up the study on the payment of agreed sum to meet the cost of the study and

WHEREAS both the Party No.1 and No.2 have agreed to give and receive a sum of Rs.----------
(----------) towards the cost of evaluation study on the following terms and conditions:
(Rupees in words)

NOW THE AGREEMENT WITNESSETH AS UNDER:

1. The Party No.2 undertake to do an evaluation study of Total Literacy Campaign/Post Literacy/ Continuing Education implemented in the----------district----------State with regard to following parameters:

_____

_____

_____

_____

_____

_____

_____

2. Party No.2 will take a minimum sample of _____

3. The sample shall be representative of the total target group.

4. The Evaluation study will be completed within_____month(s) from the release of the first instalment of the agreed amount i.e. by_____(date)

5. ZSS will provide all the basic data concerning Total literacy Campaign/Post Literacy/ Continuing Education to the Party No.2 as per requirement by----------(date)

6. The Party No.2 undertakes to conduct the evaluation study having regard to the guidelines prescribed by National Literacy Mission for Evaluation of the Total Literacy Campaign/Post Literacy/ Continuing Education.

7. The sum agreed (Rs.----------) (in words----------) will be released to the Party No.2 in three instalments. The first instalment of 50%-60% of the amount will be released alongwith the signing of this agreement; the second instalment of 25%-35% of the total amount will be released when the Party No.2 has completed the field work and submitted the final tables to the Party No.1.

The final instalment of 15% will be released only when the evaluation report submitted by the Party No.2 is accepted by the Party No.1. The Party No.1 will release the amount within 30 days after the submission of the study report by the Party No.2 provided it is found satisfactory by the Party No.1.

8. The Party No.2 will submit ten copies of the final report to Party No.1 and two copy each to the Director, Directorate of Adult Education, Block No.10, Jamnagar House Hutments, New Delhi-110 011 and to State/UT Director of Adult Education.

9. If the Party No.2 fails to submit final report within the time schedule agreed upon, the Party No.2 agrees to deduction @2% of the total amount agreed upon for every 15 days of delay or part thereof.

10. If any disagreement arises between the Party No.1 and the Party No.2 about the implementation of the terms and conditions as laid down above, the matter will be referred to the Director, - Adult Education in the State/UT Directorate of Adult Education whose decision would be final and binding on both the parties.

WITNESSETH both Party No. 1 and Party No.2 named herein above have on the day, month and year mentioned herein above, signed and sealed these persons in the presence of following witnesses:

WITNESSES

1. Party No.1

2. Party No.2

Annexure D

Essential District Data

Block-Data									
No. of Target Learners				No. of Learners Enrolled					
SC/ST	Gen.	Min.	T	M	F	SC/ST	Gen.	Min.	T
3	4	5	6	7	8	9	10	11	12

Essential District Data

Village-Dat:								
No. of current Learner	Name of Village/ Ward	Name of Target Learner	No. of Learners Enrolled	No. of current Learners				
				on PI	on PII	on PIII	Completed PIII	Total
13	14	15	16	17	18	19	20	21

लिखाई

T.P. 4

कुल अंक 30

1 लिखोः— (5)

अपना नाम

पिता का नाम

गाँव का नाम

आपको पढ़ाने वाले का नाम

उम्र

2 चित्रों के नाम लिखो और उनसे वाक्य बनाओः— (10)

_____

_____

_____

_____

वाक्य बनाने की कुछ मिसालें देकर समझाइये।

3 गांव तक सड़क बनवाने या सड़क को ठीक कराने के लिये जिला अभियन्ता को प्रार्थना पत्र लिखो। [7 + 8]

जिला अभियन्ता, फतेहपुर

महोदय

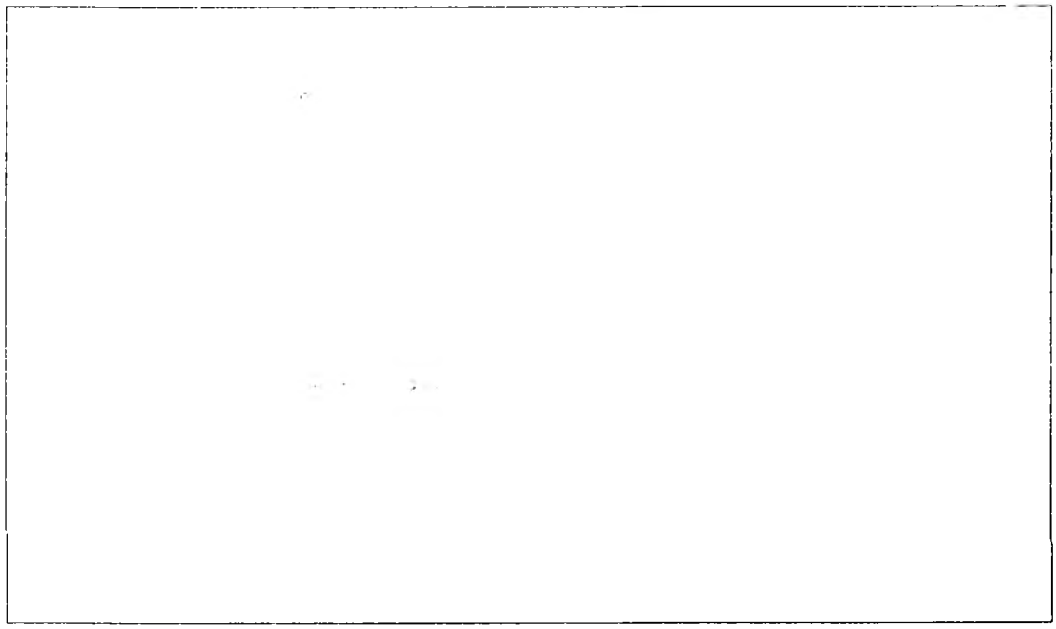
पाने वाले का पूरा पता लिखो

(टी.ऐज. लागों से बात चीत करके प्रार्थना पत्र का विषय बदल सकते हैं। पत्र में क्या लिखा जा सकता है, उसका कुछ अन्दाजा जबानी दे सकते हैं।)

पढ़ाई

कुल अंक **40**

सबसे अच्छी सेवा



4 सबसे अच्छी सेवा क्या है ? **[6]**

उत्तर :.....

पढ़ो:

"बुखार बहुत तेज हो तो माथे पर ठंडे पानी की पट्टी रखो नही तो बुखार का असर दिमाग पर पड़ सकता है।

प्रश्नः बुखार बहुत तेज हो तो माथे पर क्या रखना चाहिए ? [6]
उत्तरः .....

5 समझकर ध्यान से पढ़ो और नीचे लिखे प्रश्नों के उत्तर लिखो। [8, 4, 2+20]

'सरपंच सुन्दरबाई ने प्रस्ताव रखा – "गांव की अधिकतर महिलाएं मजदूरी पर जाती हैं। इसलिए छोटे बच्चों की देखभाल के लिए झूलाघर खोला जाना चाहिए।" पंच रजियाबानो ने इस प्रस्ताव का समर्थन किया।'

प्रश्नः 1. सरपंच के प्रस्ताव का समर्थन किसने किया ?
उत्तरः _____

प्रश्नः 2. गांव की अधिकतर महिलाएं क्या काम करती थीं ?
उत्तरः _____

प्रश्नः 3. सरपंच का क्या नाम था ?
उत्तरः _____

प्रश्नः 4. छोटे बच्चों की देखभाल के लिए क्या खोला जाना था ?
उत्तरः _____

...DOCUMENTATION CENTRE
National Institute of Educational
Planning and Administration.
17-B, Sri Aurobindo Marg.
... Delhi-110016 D-10513
DC. No. ... 16-Dec-2000

गणित

कुल अंक 30

6. छूटी हुई गिनती लिखो :– [3]

85		87				91			94

7 जोड़िए: [4]

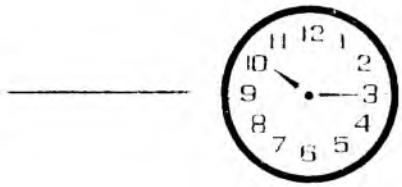
$$\begin{array}{r} 53 \\ +34 \\ \hline \\ \hline \end{array} \qquad \begin{array}{r} 98 \\ +24 \\ \hline \\ \hline \end{array}$$

किलोग्राम	ग्राम
40	250
+ 47	500

किलोमीटर	मीटर
80	40
- 47	40

बालू महीने में 900 रु. कमाता था, लड़का 100 रु. और पत्नी 700 रु. उनकी कुल आमदनी कितनी थी? [4]

लिखो कि घड़ियों में क्या बजा है । [2]



8. घटाओ : [5]

7	8		7	0	किलोग्राम	ग्राम	
−4	0		−1	7	55	75	
					− 12	50	

किलोमीटर		मीटर			घंटा	मिनट	
65		45			26	25	
−29		30			− 14	25	

एक आदमी 80 रु. 50 पैसे लेकर बाजार गया। उसने 41 रु. 20 पैसे का सौदा खरीदा। तो उसके पास कितनी रकम बचेगी ? [5]

9 गुणा करोः [3]

2 0 x 5 _____ _____	1 8 x 6 _____ _____	4 0 x 7 _____ _____

10 भाग दोः [4]

8) 4 0 (

9) 7 2 (

4) 2 8 (

3) 2 7 (

FINAL LEARNER EVALUATION

T.P. 4

TLC, FATEHPUR
APRIL 96

Books Received				Caste	Age	M/F	W 30	R 40	A 30	T 100	AN/ DAN
	P I	P II	P III								
when											

Learners Name : _____

F/H Name : _____

Village/ Ward : _____

Previous education : _____

PRIMERS COMPLETED :-

Completed P I

Completed P II

Completed P III

नोटः–
साक्षर कहे जाने के लिये कुल अंकों का 70 प्रतिशत प्राप्त करना जरुरी है, साथ ही पढ़ाई, लिखाई और गणित में अलग–अलग 50 प्रतिशत अंक पाना भी जरुरी है ।

तारीख _____ T.A. का कोड _____ मारकर का कोड _____

ANNEXURE - F

GUIDELINES FOR TEST ADMINISTRATORS

1. If possible talk to the learners for a while before giving them the test papers to remove examination fear if any. Praise them for their efforts to acquire the skills of reading and writing.

2. If enough provision of light, is not there postpone the testing till satisfactory arrangements have been made.

3. Ask the VTs to seat their learners in a line of manageable circles so that they do not huddle together. Do not distribute the TPs till the learners are not seated properly and there is calm and quiet. If parallel TPs developed, give different TPs to different learners. Before a learner starts attempting the TPs, interview and fill up the last page of the TP. This is obligatory. At the same time ask him to read a line or two from question No.5. If he reads without spelling out the words, even though he may read slowly, give 8 marks; if he reads with spelling give 4 marks; if he almost cannot read even with spelling give 2 marks.

4. Usually there is a crowd surrounding the learners, some just want to see what is going on and some to help them in solving the paper. This is not in favour of the learners. It is necessary to remove the crowd from there, but with tact and patience.

5. Some VTs, MTs and educated persons insist in helping them to solve the paper. Don't let this happen. But this is a touchy affair. Take the help of senior ZSS officers present there.

6. Some faked learners take the place of genuine learners. This is a serious problem. It is also not easy to detect faked learners. Take the cooperation of senior officers in detecting fake learners. When you are thoroughly convinced that a particular learner is a fake learner, put 0 before your code number and write the reason on the TP itself for treating him/her a fake learner.

7. If necessary explain the questions. For example explain in Q2 how to frame sentences from words. Select new words and give several examples of framing sentences. If you give only one example they will try to frame all the sentences on the same pattern or in Q3 you can explain the body of the letter/application so that they have an idea of the content.

8. They must have been asked by the administration to bring their primers with them. Examine the primers and note down if the exercises have been done, the tests are filled in and the certificates have been distributed or they are still intact in them.

9. If you find that the testing situation has soured, try to control the situation with extreme patience and tact. Do not have the attitude of a policeman.

10. When a learner hands over the TP to you, ask time to wait for a while. Check the TP quickly and if he has left out a question, encourage time to do and then go.

11. Remember the principle that you are there to discover what the learners know and not what they do not know. Therefore, if with a little help from you they can solve a question, provide that help but in a way that you do not give the answer but lead them to discover the answer themselves.

ANNEXURE - G

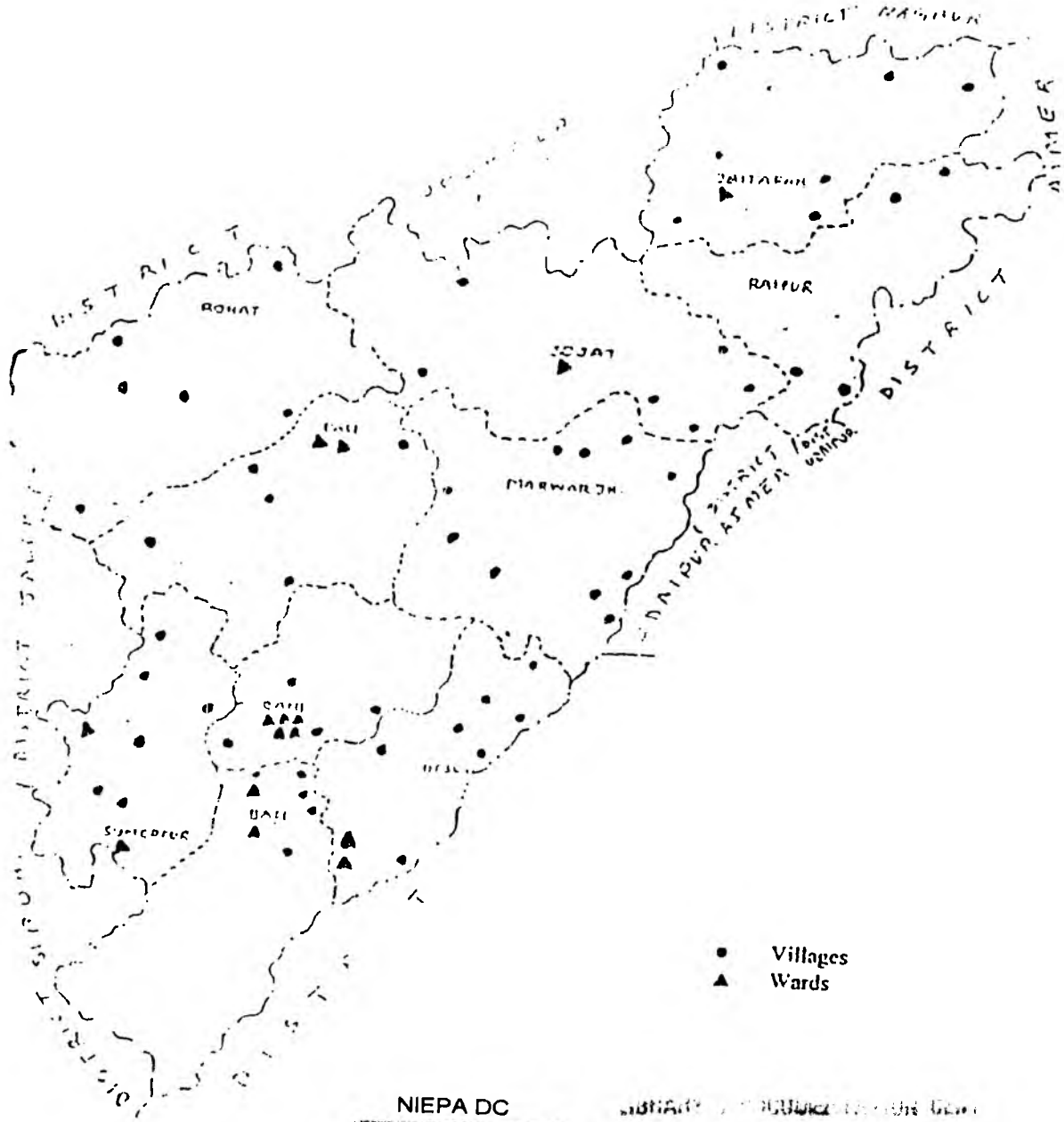
BACKGROUND DATA (DISTT. PALI)

Date of approval of project		November 1993
1.	Training of functionaries completed	February 1994
2.	Teaching started	March 1994
3.	Final evaluation	November 1995
4.	Total period of teaching	19 months
5.	No. of target learners after door to door survey	2,67,474
6.	Migrated	29,361
7.	Effective target after migration	2,38,113
8.	Current learners (P1+P2+P3 at the time of evaluation November (1995)	1,91,631
9.	Drop out (238113-191631)	46482 (19.5%)
10.	No. of blocks	10
11.	No. of GPs	320
12.	No. of villages including helmets	905
13.	Phasing	One phase

Annexure H

Map of Pali showing the spread of Sample Villages

DISTRICT PALI
SHOWING THE SPREAD OF
RANDOMLY SELECTED VILLAGES/ WARDS



NIEPA DC
D10513
National Institute of Educational Planning and Administration,
17-B, Sri Aurobindo Marg,
New Delhi-110 016
DC, No. D-10513
16-02-2000